ACTION CALENDAR
October 27, 2015

To: Honorable Mayor and Members of the City Council

From: Dee Williams-Ridley, Interim City Manager

Submitted by: Michael Caplan, Manager, Office of Economic Development

Subject: Authorizing the City Manager to Sign Downtown PBID Petition and Ballot on Behalf of the City

RECOMMENDATION
Adopt a Resolution:

1. Authorizing the City Manager to approve and sign the “Preliminary Petition to Reestablish the Downtown Berkeley Property-Based Business Improvement District” document on behalf of City-owned properties in the proposed Downtown PBID area; and

2. In the event the petition is successful in triggering a ballot process to reestablish a Downtown PBID, authorizing the City Manager to vote YES on any ballots on behalf of City-owned properties in the proposed Downtown PBID area.

SUMMARY
The current Downtown Berkeley Property and Business Improvement District (DPBID or the District) is scheduled to expire on December 31, 2016. The DPBID provides services for the environmental and economic enhancement in Berkeley’s Downtown area. The Downtown Berkeley Association (DBA), as the District’s owners’ association, has begun the legal process to re-establish the DPBID. The first step of that process requires that petitions representing at least 30% of the total amount of the proposed assessment be submitted to the City Clerk. If petitions representing 30% or more of the total assessment are received, then the City Clerk will send ballots to all of the proposed assessees.

The City of Berkeley owns 11 (eleven) parcels included in the proposed re-established DPBID. The new annual assessment will be approximately $117,741. This accounts for approximately 8% of the DPBID’s overall assessment budget. Due to changes in case law concerning property based business improvement districts, City will be asked to pay for the “general benefit” portion of the District budget in addition to the assessments on City-owned properties. In most California cities where there is a general benefit cost associated with a PBID, the municipality pays this portion of the budget. The DPBID Management District Plan (Exhibit A) provides a more thorough explanation of the background and calculation of the District general benefit amount.
The Downtown Berkeley PBID general benefit amount is estimated to be $16,170. Together assessments on City-owned property and general benefit payments will total $133,911 in the first year.

FISCAL IMPACTS OF RECOMMENDATION
Under the provisions of Proposition 218 in the California Constitution, government agencies must pay assessments in PBIDs and other special benefit districts, just like private property owners, unless they receive no benefit. Payment is collected from private property owners through property tax bills near the end of the calendar year. Payments would be due from non-property tax-paying entities such as the City at roughly the same time. The City’s initial assessment payment in FY 2016-2017 would be $117,741. This includes a 10% increase over the existing DPBID rates that applies to all parcels in the assessment area. In 2011 the City increased parking rates at meters in the Downtown area to generate funds to pay for the City DPBID assessment costs.

The DPBID board would have the authority to raise assessment rates as much as 5% per year to keep pace with the consumer price index and other program costs. The board would primarily be comprised of assessed property owners, including the City, who would themselves be subject to any assessment level increases.

In addition to assessments, the City will be asked to pay for the “general benefit” portion of the budget. As required by state law, the general benefits of an assessment district must be quantified so that the cost of the activities that are attributed to general benefit can be deducted from the amounts assessed against each specially benefitted parcel. In most California cities where there is a general benefit cost associated with a PBID, the municipality pays that portion of the budget. The engineer’s report commissioned for the reestablishment of the DPBID calculates that the general benefit for the district represents $16,170 of the total budget.

Together assessments on City-owned property and general benefit payments will total $133,911 in the first year.

CURRENT SITUATION AND ITS EFFECTS
Formed in 2011 by property owners, the DPBID is a special district that collects a self-governed assessment on property to provide environmental enhancements through hospitality, maintenance and beautification services, and economic enhancements to improve the Downtown business climate.

The DPBID was formed with a five year term and is set to expire at the end of 2016, unless reestablished by Downtown property owners and the City of Berkeley. As allowed by state law, the existing DPBID is working to reestablish for a ten year term. Upon receipt of petitions signed by property owners representing greater than 50% of the District budget, the City of Berkeley will initiate a ballot procedure to officially reestablish the PBID.
Governed by the Downtown Berkeley Association board of directors, the reestablished DPBID work program would continue to provide both environmental and economic enhancements for parcels in the district. Each of the activities is designed to meet District goals:

1. Producing a consistently clean, welcoming, and attractive Downtown experience,
2. Attracting and retaining new businesses,
3. Cultivating a fun and vibrant Downtown “living room”,
4. Enhancing property values, sales, and occupancies, and
5. Helping Downtown businesses compete locally and regionally.

As described in the Management District Plan, the proposed DPBID would provide funding for enhanced maintenance, hospitality, beautification, placemaking, business support and attraction, parking management and marketing programs, above and beyond those provided by the City of Berkeley.

Location
The district boundaries encompass the core of the downtown area focused along the Shattuck and University Avenue corridors in Downtown Berkeley. Two areas will be added to the District: 1) one block west along University Avenue between Martin Luther King Jr Way and Grant Street and 2) three blocks south along the Shattuck Avenue corridor between Dwight Way and Carlton Street. To assess for the special benefit each parcel receives from the PBID activities, two benefit zones will continue. A third benefit zone will also be established for the additional three blocks along Shattuck Avenue to acknowledge this area’s relationship to the City’s Adeline Planning Area.

Services
The DPBID will finance improvements and activities that will improve Downtown Berkeley’s environment for property owners, residents, workers and visitors, including:

**Environmental Enhancements:**
- Maintenance Teams that sweep, scrub and pressure wash sidewalks, remove litter and graffiti, increase the frequency of trash removal and maintain landscaping throughout the District.
- Hospitality Ambassadors that provide visitor information, safety escorts, merchant outreach, city services liaison, event support, homeless services outreach and referrals, and work with local police and business and property owners to prevent crime and address quality of life issues.
- Beautification and placemaking improvements that make Downtown Berkeley more visually attractive, which may might include: enhanced landscaping, holiday décor, way-finding signage, trash receptacles, streetscape, planters, urban design plans, bike racks, programming of BART Plaza and other public spaces, etc.
Economic Enhancements:
- Promote and support local business through marketing programs and city liaison role and attract new businesses that further the strategic goals of the Downtown.
- Advance Downtown Berkeley’s evolution as a regional destination for arts, culture and entertainment.
- Marketing and communications to support DPBID activities and improvements and promote a positive image for Downtown Berkeley.
- Strategies to improve the parking and transit experience to support local businesses, residents, and arts/culture/civic destinations.
- Leadership through research and community education to represent the downtown community with one clear voice.

Financing Method and Budget
Levy of assessments upon real property that benefit from improvements and activities

Activity Annual Budget
Total district PBID assessment budget for its first year of operations is $1,513,330.

<table>
<thead>
<tr>
<th>Budget Assumptions</th>
<th>PBID Budget</th>
<th>Less: General Benefit</th>
<th>Assessment TOTAL</th>
</tr>
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<tbody>
<tr>
<td>Environment Enhancements</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Cleaning &amp; Hospitality Program</td>
<td>927,500</td>
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<td>913,439</td>
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<td>Place Making &amp; Beautification</td>
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<td>Administration: Environment</td>
<td>161,625</td>
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<td><strong>16,170</strong></td>
<td><strong>1,513,330</strong></td>
</tr>
</tbody>
</table>

General Benefit Allowance: An allowance is made for general benefits that the district may provide to either the parcels outside the district boundary or to the public at large. Any PBID services that are found to provide general benefit cannot be paid for with assessment revenue. A certified engineer has estimated that the general benefit from services accounts for $16,083 of the estimated budget, resulting in a total assessment budget of $1,513,330.

Costs
Annual assessments are based upon an allocation of program costs within two benefit zones and a calculation of land plus building square footage within each zone. Two benefit zones, “Premium” and “Standard” provide two different levels of service. The
“Premium” service zone encompasses the area of highest intensity of use and receives more services. Environmental services (i.e. improved cleaning, hospitality, landscaping and placemaking) will be approximately twice as frequent in the “Premium” zone as in the “Standard” zone. Economic enhancements (i.e. marketing, parking management and business support) will be distributed equally throughout the district.

The proposed three-block addition along Shattuck Avenue will be a third “South Shattuck Benefit Zone.” This area will receive the “Standard” level of services. The third zone is to recognize this area’s status in the City’s Adeline Planning Area. If, at some time during the ten year term of the DPBID, a new PBID is formed in the Adeline Planning Area, South Shattuck Benefit Zone property owners may opt out of the District and become part of a new PBID.

Properties with residential, government and tax-exempt uses will pay an adjusted rate. Residential properties will fully benefit from environmental services, but they will not benefit from economic enhancements and their assessments will be adjusted accordingly. Tax-exempt and government properties will not gain the full benefit from environmental services as compared to commercial and residential properties, and their assessments are also adjusted accordingly.

Estimated annual maximum assessment rates for the first year of the District:

<table>
<thead>
<tr>
<th>Projected Assessment Rates</th>
<th>Lot + Building</th>
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</thead>
<tbody>
<tr>
<td>Environmental Enhancements</td>
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<tr>
<td>Premium</td>
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<tr>
<td>Standard</td>
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<tr>
<td>Economic Enhancements</td>
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**TOTAL**

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<tr>
<th></th>
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<tbody>
<tr>
<td>Premium: Commercial</td>
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<td>Standard: Residential</td>
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<td>Premium: Tax Exempt/Government</td>
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<tr>
<td>Standard: Tax Exempt/Government</td>
<td>0.0625</td>
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</tbody>
</table>

**Rate Adjustment:** Over the five years of the DPBID which ends on December 31, 2016, rates will have increased a total of 5% or an average of 1.25% per year. The rates listed above for the reestablished DBPID project an approximate, one-time 10% rate adjustment over the 2016 assessment rates. The adjustment is needed to keep up with increasing labor costs associated with the Ambassador program and to launch new initiatives related to the cleaning and the marketing of the District.

**Cap**

Following renewal of the District, annual assessments may increase no more than 5% per year consistent with the increase in consumer price index (CPI) and increases in
program costs. The determination of annual adjustments in assessment rates will be subject to the review and approval of the DBA Board of Directors.

**City Services**
The City of Berkeley will provide an accounting of baseline services that are currently provided within the District and will continue through the duration of the planned renewal.

**Collection**
PBID assessments appear as a separate line item on the annual Alameda County property tax bills. The DBA will directly invoice tax exempt/government entities which are not included in Alameda County property tax billing systems.

**Governance**
The PBID will continue to be managed by the Downtown Berkeley Association (DBA) board of directors. A majority of the DBA board is composed of property owners and/or their representatives within the PBID.

**District Creation**
California law for PBID district formation requires the submission of petitions signed by property owners in the proposed district who will pay more than 50% of the total assessments (i.e. petitions must represent more than 50% of the $1,513,330 to be assessed). Petitions are submitted to the Berkeley’s City Clerk. The City Clerk will mail ballots to all affected property owners. The majority of ballots returned, as weighted by assessments to be paid, must be in favor of the PBID in order for the City Council to consider approval.

**Duration**
Collection of the first year’s assessments will be included in Alameda County’s 2016-2017 tax bill. Services will begin January 1, 2017 and continue through December 31, 2026. A five-year review of the district will evaluate market conditions and the need for any adjustments to the Management Plan. Any subsequent renewal of the district will require a new management plan, petition and mail ballot process.

**BACKGROUND**
In 2009, the DBA undertook a Strategic Action Planning process. As a result in 2011 the DBA worked with property owners and City Council to establish a PBID to replace the existing business license-based district. This new legal framework allowed for a considerable expansion of services including added hospitality staff, extensive upgrading of planters and landscaping services as well as added marketing and communications efforts. The enabling legislation for that PBID is set to expire on December 31, 2016.

To prepare for the renewal of the DPBID, the DBA retained the services of Progressive Urban Management Associates, Inc. to update the organization’s strategic plan. With priorities gained from the DBA Board of Directors, stakeholder focus groups and
responses to an online community improvement survey, the proposed new DPBID Management Plan will offer support for the environmental and economic development services outlined above. As with all Business Improvement District, these additional DPBID funded services would augment, not replace, the City's existing level of "baseline" services.

ENVIRONMENTAL SUSTAINABILITY
By maintaining and enhancing the district, the DBA creates shopping opportunities for residents and visitors alike while encouraging alternative forms of transportation. The District encompasses the area surrounding the Downtown Berkeley BART Station and several AC Transit lines which provide easy accessibility for visitors coming to and from this popular regional destination. The DBA ambassadors and environmental enhancements such as median plantings all contribute to making the Downtown a more pleasant destination. Because the District is well served by public transportation and biking infrastructure, these services indirectly support environmental sustainability goals of encouraging alternative transportation choices. In addition, the DBA is working closely with City staff to convert landscaping elements to drought tolerant plants.

RATIONALE FOR RECOMMENDATION
This private/public partnership will continue the significant resources for Downtown revitalization that has had a positive transformational effect on the physical and economic health of the Downtown area. The City contribution will leverage substantial University and private sector dollars at a ratio of 11 to 1.

ALTERNATIVE ACTIONS CONSIDERED
None.

CONTACT PERSON
Jennifer Cogley, Innovation and Sustainable Business Coordinator, Office of Economic Development, 510-981-7532

Attachments:
1: Resolution
   Exhibit A: Management District Plan for the Renewal of the Downtown Berkeley Property-Based Business Improvement District
   Exhibit B: Preliminary Petition to Reestablish the Downtown Berkeley Property-Based Business Improvement District
   Exhibit C: Downtown Berkeley Property-Based Business Improvement District (PBID) Final Engineer's Report
RESOLUTION NO. ##,###-N.S.

AUTHORIZATION TO SIGN DOWNTOWN PBID PETITION AND BALLOT ON BEHALF OF THE CITY

WHEREAS, under the provisions of Proposition 218 in the California Constitution, government agencies receiving benefit must pay assessments in Property Based Business Improvement Districts (PBID) and other special benefit districts, just like private property owners; and

WHEREAS, the Downtown Berkeley Association (DBA) undertook a Strategic Action Planning Process involving input from stakeholders across the District; and

WHEREAS, the DBA Strategic Plan envisioned increased services to address the cleanliness, safety and economic development challenges in the District; and

WHEREAS, the DBA dedicated extensive resources to determine the best method to generate funding to implement their plan and concluded that a property based business improvement district (PBID) was the best method; and

WHEREAS, the DBA Board developed and approved a PBID Management Plan and are now moving forward with a petition process to authorize a ballot that would reestablish the Downtown PBID; and

WHEREAS the City contribution to the newly formed Downtown PBID would leverage University and private sector dollars for Downtown revitalization at a ratio of approximately 11 to 1; and

WHEREAS in 2011 the City Council approved an increase in meter rates at Downtown area parking meters to fund District Assessments.

NOW THEREFORE, BE IT RESOLVED by the Council of the City of Berkeley that the City Manager is authorized to approve and sign the "Preliminary Petition to Form the Downtown Berkeley Property-Based Business Improvement District" document on behalf of City-owned properties in the proposed Downtown PBID area (see Exhibit B).

BE IT FURTHER RESOLVED that in the event the petition is successful in triggering a ballot process to establish a Downtown PBID, the City Manager is authorized to vote YES on any ballots on behalf of City-owned properties in the proposed Downtown PBID area.

Exhibits
A: Management District Plan for the Renewal of the Downtown Berkeley Property-Based Business Improvement District
B: Preliminary Petition to Reestablish the Downtown Berkeley Property-Based Business Improvement District
C: Downtown Berkeley Property-Based Business Improvement District (PBID) Final Engineer’s Report
MANAGEMENT DISTRICT PLAN
for the renewal of the
DOWNTOWN BERKELEY
PROPERTY-BASED BUSINESS IMPROVEMENT DISTRICT (PBID)

FINAL PLAN
September 28, 2015

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Exhibits
i. Engineer’s Report with list of properties to be benefited
ii. Map with parcel detail
iii. Base level of services letter from City of Berkeley

Exhibits are available upon request to the Downtown Berkeley Association.

Prepared for the Downtown Berkeley Association by
Progressive Urban Management Associates, Inc.
and Kristin Lowell, Inc.
INTRODUCTION

Formed in 2011 by property owners, the Downtown Berkeley PBID is a special district that collects a self-governed assessment on property to provide environmental enhancements through hospitality, maintenance and beautification services, and economic enhancements to improve the Downtown business climate.

The PBID was formed with a five year term and is set to expire, unless renewed by Downtown property owners and the City of Berkeley, at the end of 2016. To prepare for the renewal of the PBID, the Downtown Berkeley Association (DBA) retained the services of Progressive Urban Management Associates, Inc. to update the organization’s strategic plan. With priorities gained from the DBA Board of Directors, stakeholder focus groups and responses to an online community improvement survey, the proposed new PBID Management Plan will offer support for the following services:

• Continued deployment of “Ambassador” teams to provide enhanced hospitality, cleaning and landscaping throughout the district;
• Increased energy and resources to reduce disruptive street behaviors and work with civic and social service partners to address homelessness;
• New resources to provide enhanced cleaning that adapts to drought tolerant practices and a expanded marketing function to undertake research, communications and other related activities.
• “Placemaking” and beautification through capital improvements and ongoing programs.
• Continued economic enhancements supporting local businesses and attracting new investment and businesses.

MANAGEMENT PLAN SUMMARY

Pursuant to California Streets and Highways Code, the “Property and Business Improvement District Law of 1994 as amended”, the existing Downtown Berkeley PBID is being renewed for a ten year term. Upon receipt of petitions signed by property owners representing greater than 50% of the District budget, the City of Berkeley will initiate a ballot procedure to officially form and renew the PBID.

Governed by the Downtown Berkeley Association board of directors, the District’s work program will deliver proposed activities and improvements to improve and convey special benefits to properties located within the Downtown Berkeley PBID area. The District will continue to provide both environmental and economic enhancements. Each of the activities is designed to meet District goals:
1. Producing a consistently clean, welcoming, and attractive Downtown experience,
2. Attracting and retaining new businesses,
3. Cultivating a fun and vibrant Downtown “living room”,
4. Enhancing property values, sales, and occupancies, and
5. Helping Downtown businesses compete locally and regionally.

As described in the Management District Plan, it is proposed that the PBID will provide funding for enhanced maintenance, hospitality, beautification, placemaking, business support and attraction, parking management and marketing programs, above and beyond those provided by the City of Berkeley.
**Location**
The district boundary encompasses the core of the downtown area focused along the Shattuck and University Avenue corridors in Downtown Berkeley. Two areas will be added to the District: 1) one block west along University Avenue between Martin Luther King Jr Way and Grant Street and 2) three blocks south along the Shattuck Avenue corridor between Dwight Way and Carlton Street. To assess for the special benefit each parcel receives from the PBID activities, two benefit zones will continue. A third benefit zone will also be established for the additional three blocks along Shattuck Avenue to acknowledge this area’s relationship to the City’s Adeline Planning Area.

**Improvements & Activities**

**A Welcoming, Attractive and Economically Vital Downtown:** The PBID will finance improvements and activities that will improve Downtown Berkeley’s environment for property owners, residents, workers and visitors, including:

**Environmental Enhancements:**
- Maintenance Teams that sweep, scrub and pressure wash sidewalks, remove litter and graffiti, increase the frequency of trash removal and maintain landscaping throughout the District.
- Hospitality Ambassadors that provide visitor information, safety escorts, merchant outreach, city services liaison, event support, homeless services outreach and referrals, and work with local police and business and property owners to prevent crime and address quality of life issues.
- Beautification and placemaking improvements that make Downtown Berkeley more visually attractive, which may include: enhanced landscaping, holiday décor, way-finding signage, trash receptacles, streetscape, planters, urban design plans, bike racks, programming of BART Plaza and other public spaces, etc.

**Economic Enhancements:**
- Promote and support local business through marketing programs and city liaison role and attract new businesses and investment that further the strategic goals of the Downtown.
- Advance Downtown Berkeley’s evolution as a regional destination for arts, culture and entertainment.
- Marketing and communications to support PBID activities and improvements and promote a positive image for Downtown Berkeley.
- Strategies to improve the parking and transit experience to support local businesses, residents, and arts/culture/civic destinations.
- Leadership through research and community education to represent the downtown community with one clear voice.

**Method of Financing**
Levy of assessments upon real property that benefit from improvements and activities.
Total district PBID assessment budget for its first year of operations is $1,513,330, as follows:

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**Cost**

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The proposed three-block addition along Shattuck Avenue will be a third “South Shattuck Benefit Zone”. This area will receive the “Standard” level of services. The third zone is to recognize this area’s status in the City’s Adeline Planning Area. If, at some time during the ten year term of the PBID, a new PBID is formed in the Adeline Planning Area, South Shattuck Benefit Zone property owners may opt out of the Downtown PBID and become part of a new PBID.

Properties with residential, government and tax-exempt uses will pay an adjusted rate. Residential properties will fully benefit from environmental services, but they will not benefit from economic enhancements and their assessments will be adjusted accordingly. Tax-exempt and government properties will not gain the full benefit from environmental services as compared to commercial and residential properties, and their assessments are also adjusted accordingly.
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<tr>
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<td>Standard: Tax Exempt/Government: 0.0626</td>
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**Rate Adjustment:** Over the first five years of the PBID, rates will have increased a total of 5%, or an average 1.25% per year. The rates above project a approximate 10% one-time rate adjustment over the projected 2016 assessment rates. The adjustment is needed to catch up with increasing labor costs associated with the Ambassador program, and to launch new initiatives related to the cleaning and marketing of the District.

**Cap:** Following renewal of the District, annual assessments may increase no more than 5% per year consistent with the increase in consumer price index (CPI) and increases in program costs. The determination of annual adjustments in assessment rates will be subject to the review and approval of the Downtown Berkeley Association (DBA) board of directors.

**City Services:** The City of Berkeley will provide an accounting of baseline services that are currently provided within the District and will continue through the duration of the planned renewal.

**Collection:** PBID assessments appear as a separate line item on the annual Alameda County property tax bills.

**District Governance:** The PBID will continue to be managed by the Downtown Berkeley Association (DBA) board of directors. A majority of the DBA board is composed of property owners and/or their representatives within the PBID.

**District Formation:** California law for PBID district formation requires the submission of petitions signed by property owners in the proposed district who will pay more than 50% of the total assessments (i.e. petitions must represent more than 50% of the $1,513,330 to be assessed). Petitions are submitted to the Berkeley's City Council and the City will mail ballots to all affected property owners. The majority of ballots returned, as weighted by assessments to be paid, must be in favor of the PBID in order for the City Council to consider approval.

**Duration:** Collection of the first year's assessments will be included in Alameda County's 2016-2017 tax bill. Services will begin January 1, 2017 and continue through December 31, 2026. A five-year review of the district will evaluate market conditions and the need for any adjustments to the Management Plan. Any subsequent renewal of the district will require a new management plan, petition and mail ballot process.
II. WHY RENEW THE DOWNTOWN BERKELEY PBID?

What is a PBID?

The International Downtown Association estimates that more than 1,000 property-based business improvement districts (PBID) currently operate throughout the United States and Canada. A PBID provides enhanced improvements and activities, such as public safety, maintenance and image enhancement, in addition to those provided by local government. PBIDs provide services that improve the overall viability of business districts, resulting in higher property values, sales and tax revenues. Since the creation of California’s Property and Business Improvement District Law in 1994, more than 100 new PBIDs have been established in California downtowns and other commercial districts, including Sacramento, Oakland, San Francisco, Santa Monica and San Jose. In Berkeley, there are three PBIDs – Downtown, Telegraph and North Shattuck.

Why Renew the Downtown Berkeley PBID?

• Creating a Consistently Clean, Welcoming and Attractive Downtown Remains a Challenge: The impetus for creating the PBID in 2010 was to address an inconsistent experience in Downtown’s public realm – dirty sidewalks, graffiti and occasionally intimidating street behaviors that detracted from visitors’ overall experiences. While the PBID made initial progress to stabilize the Downtown environment, there has been slippage. The challenge of California’s drought is creating a need for new cleaning techniques and equipment. Continued permissive attitudes, influx of new street populations, and increasingly brazen behavior have resulted in a decline in perceptions of comfort and safety in the Downtown. Recent stakeholder surveys find reducing homelessness and disruptive street behaviors as downtown’s overwhelming Number One priority.

• Cultivate Fun & Vibrant Downtown “Living Room”: Downtown Berkeley is both the geographic and civic heart of the City. The PBID aims to attract residents and visitors of all ages to come and enjoy Downtown, by creating a vibrant and comfortable community gathering place with arts, culture, entertainment, education, recreation, open space, food, shopping, commerce, services, etc.

• Enhance Property Values, Sales, and Occupancies: PBIDs are a critical mechanism in strengthening the economic foundation of downtowns. The Downtown Berkeley PBID aims to fund improvements and services that enhance the overall economic vitality of the Downtown business district. Success is measured by higher property values, sales and occupancies.

• Help Downtown Berkeley Compete: As a business location and a retail/entertainment destination, Berkeley competes with growing business districts throughout the East Bay and beyond. The PBID provides resources to help Downtown Berkeley strengthen its unique position in this increasingly competitive market.

• Maintain Ratepayer Control and Accountability: The Downtown Berkeley Association board of directors ensures that decisions affecting assessments are made by a board with a majority of affected property and business owners. PBID-financed programs are subject to an annual audit and other private sector performance standards and controls.
III. THE PROCESS TO DEVELOP THE PBID MANAGEMENT PLAN

The PBID Management Plan is the result of a six month process to update the Downtown Berkeley Association’s Strategic Plan. The 2015 Strategic Plan aligns the organization’s priorities and structure with the opportunities anticipated over the next five to ten years. The 2015 Strategic Plan process was led by the DBA board of directors and staff and included input from a DBA board strategic planning retreat, stakeholder roundtables and a community survey.

**Priorities** from various groups for the future of Downtown were concentrated around the following major themes:
1. Make Downtown safer and more welcoming with an emphasis on reducing homelessness and disruptive street behaviors;
2. Improve cleaning in Downtown (particularly in light of recent drought)
3. Fill vacant storefronts and support local businesses.
4. **Invest in placemaking**, defined as both capital improvements and programming, to create better public amenities and more walkable, bikeable streets;
5. Improve the parking experience for residents, visitors and employees.
6. Increased advocacy with City and other agencies and stakeholders

**Community Survey:** An online community survey was distributed to gather additional insight into the Strategic Plan and inform the renewal of the PBID. 460 persons responded with a profile that included two-thirds Berkeley residents with household incomes evenly divided above and below $100,000 per year. A majority of respondents also identified themselves as age 50 or greater. Key responses from the survey included:

1. The **key factors** for improving downtown over the past five years were:
   i) cleaning services;
   ii) homeless outreach services; and
   iii) the growth of arts, live music and entertainment.

2. In an open response question, survey respondents were asked to describe **Downtown Today**. The resulting word cloud sorts the responses by frequency. The more the word was used to describe downtown today, the larger it appears in the word cloud.
3. Respondents were then asked to describe Downtown ten years into the future:

4. When asked to choose the single most important action to achieve their vision for Downtown Berkeley, respondents top five choices were:

1. **Reduce homelessness and problematic street behaviors (46%)**
2. Fill vacant storefronts and support local businesses (9%)
3. More public amenities such as public restrooms, water fountains and lighting (8%)
4. More public open space such as plazas, parklets and a pedestrian mail (7%)
5. Build housing at a variety of price points (7%)

The importance of reducing homelessness and disruptive street behaviors is pervasive throughout responses and among all demographic groups that completed the survey (as well as from feedback from roundtables).

a. “Dirty” and “Homeless” were the two most frequent words used to describe downtown Berkeley today.
b. To achieve their vision for downtown ten years into the future, reducing homelessness and problematic street behaviors ranked as the number one priority – 67% of respondents characterized this as “very important”.
c. When choosing one improvement priority for the future, “reducing homelessness and problematic street behavior” was a clear mandate with 46% of respondents selecting this one action. Notably, the 46% response to the choice of “one single most important action” is unprecedented in the 20+ year experience of the P.U.M.A. consultant team.
d. In a third open response option, ”homeless, street and people” were the three most frequently used words used as a specific improvement for Downtown, and were mentioned as reasons that respondent avoid Downtown altogether.
e. While 67% of all respondents ranked reducing homelessness and disruptive street behavior as a “very important”, 89% of business owners and 81% of commercial property owners shared this sentiment.
f. Respondents aged 35 to 64 were particularly concerned with the issue.
g. Overall, 66% of survey respondents listed a City of Berkeley zip code as a home address.
**Strategic Plan Vision, Framework & Construct:** To achieve the preceding improvement priorities for Downtown, the following vision, framework and construct was developed to guide the next five to ten year strategic direction for the DBA and Downtown Berkeley.

The community engagement process revealed a consistent vision from a variety of Berkeley stakeholders for the future of Downtown that consists of the following five major elements:

<table>
<thead>
<tr>
<th>Vision</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Vibrant</strong></td>
<td>Downtown will be a fun, dynamic and inclusive place that hums with activity. It will be a multi-dimensional destination, accommodating a variety of uses – a place to work, live, shop, be educated and entertained.</td>
</tr>
<tr>
<td><strong>Safe</strong></td>
<td>Downtown will be welcoming to all and provide safe and clean streets in a stable, predictable and hospitable environment.</td>
</tr>
<tr>
<td><strong>Creative</strong></td>
<td>Downtown will be a destination for creativity – a regional hub for arts and culture, and, in partnership with the University of California and other educational institutions, an internationally acclaimed center for innovation and entrepreneurship.</td>
</tr>
<tr>
<td><strong>Sustainable</strong></td>
<td>Downtown Berkeley will be a place that embraces and exemplifies all three pillars of sustainability – environmental balance, particularly in a time of extreme drought; economic prosperity with a focus on local independent businesses; and social equity, creating a variety of opportunities through diverse housing, jobs and education.</td>
</tr>
<tr>
<td><strong>Prosperous</strong></td>
<td>Downtown Berkeley will be a place where merchants, property owners, arts venues, and other businesses and nonprofits prosper with increased number of customers enjoying the Downtown.</td>
</tr>
</tbody>
</table>

The Strategic Plan Framework organizes a variety of actions and programs into an organizational construct to guide the future of the DBA. Guided by the preceding aspirations, the construct organizes program initiatives into the following three bundles:

<table>
<thead>
<tr>
<th>Environment</th>
<th>Initiatives that aim to make Downtown Berkeley safe, clean and attractive. Environment actions focus on enhancements to the public realm and opportunities to make Downtown more welcoming for all.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Economy</td>
<td>Initiatives that aim to make Downtown a center of opportunity to work, shop, eat, drink, learn, play, and be inspired. Economic enhancements focus on providing support services to help a diverse economy thrive (i.e. office, housing, retail, cultural institutions, non-profits, etc.). Parking management is part of this bundle, viewed as supporting economic vitality as opposed to simply infrastructure.</td>
</tr>
<tr>
<td>Leadership &amp; Advocacy</td>
<td>Initiatives that strengthen the DBA’s position as the champion of Downtown. Leadership and advocacy actions will aim to build broad support among property and business owners, residents, civic leaders and others to support policies that advance the downtown vision to be vibrant, safe, creative and sustainable.</td>
</tr>
</tbody>
</table>
Within the program areas, ten complementary initiatives are envisioned:

<table>
<thead>
<tr>
<th>Environment</th>
<th>Economy</th>
<th>Leadership &amp; Advocacy</th>
</tr>
</thead>
<tbody>
<tr>
<td>2. Clean &amp; Beautiful Downtown</td>
<td>5. Arts, Culture &amp; Entertainment</td>
<td>8. Mobilize Downtown Residents</td>
</tr>
<tr>
<td></td>
<td></td>
<td>10. Marketing &amp; Communications</td>
</tr>
</tbody>
</table>

**Non-PBID Funding:** The Strategic Plan identifies a variety of possible funding sources that can support Downtown improvement programming in addition to the PBID. These sources of funds, and their anticipated uses, include the following:

- **Parking Meter Revenue** from the extension of meters into the evening hours (e.g., 6 to 8 p.m.). Parking meter revenues are anticipated to help strengthen “Environment” activities by helping to fund dedicated police coverage for the Downtown, and other services to enhance Downtown safety and cleanliness.
- **Membership Dues** are identified as a potential revenue source to support “Leadership & Advocacy” priorities.
- **Transportation Management Grants** are envisioned to support policies aimed at increasing mobility options for Downtown workers and visitors.
- **Philanthropic Grants and Sponsorships** can be raised to help fund public art, other capital projects and special events.

The remainder of this Management Plan provides details on the proposed structure and use of PBID assessments.
IV. IMPROVEMENT & ACTIVITY PLAN FOR PBID RENEWAL

A. PBID Boundaries

Existing PBID Boundaries: The existing PBID district encompasses the core of the Downtown area along the Shattuck Avenue corridor bounded roughly by Delaware Street to the north, Oxford/Fulton Streets to the east, Dwight Way to the south and Martin Luther King Jr. Way to the west.

Benefit Zones: Two benefit zones provide two different levels of service. The benefits are delineated as follows:

- The Premium Service Area, which includes Downtown's core and the area of highest intensity of use, provides a higher frequency of environmental enhancements.
- The Standard Service Area, which includes areas on the periphery of the core to the north, west and south, offers a lower frequency of environmental enhancements.
- Commercial properties in both service areas equally benefit from and pay for economic enhancements.
- A third benefit zone is proposed for the three blocks added along Shattuck Avenue between Dwight Way and Carlton Street. This area will receive the Standard level of services from the Downtown PBID; however, this area is also located in the City's Adeline Planning Area. A new PBID may be formed within the Adeline Planning Area within the next ten years. If a new PBID is formed, property owners within the South Shattuck Benefit Zone may opt out of the Downtown PBID and become part of a new PBID.

Expansion Areas: Two areas for expanded service within the Standard Benefit Zone were evaluated in the PBID renewal process and are recommended to be added to the Downtown PBID. These areas include:
• One block west along the University Avenue corridor between Martin Luther King Jr. Way and Grant Street.
• Three blocks south along the Shattuck Avenue corridor between Dwight Way and Carlton Street.

A map of the proposed renewed district boundary is provided above and a more detailed map with specific parcel lines will be provided upon request.
B. Work Program

The work program aims to deliver on the core purpose of the PBID is to create and sustain a vibrant and prosperous City Center by:

1. Producing a consistently clean, welcoming, and attractive Downtown experience,
2. Attracting and retaining new businesses,
3. Cultivating a fun and vibrant Downtown “living room”,
4. Enhancing property values, sales, and occupancies, and
5. Helping Downtown businesses compete locally and regionally.

Services are bundled into two primary activity centers: Environmental and Economic Enhancements. The Environment services include efforts to make Downtown clean and welcoming. Plus this activity area includes resources for beautification and “placemaking”, defined as capital improvements, landscaping and programming to make Downtown more attractive and active. Economy enhancements include a variety of initiatives aimed to improve the Downtown business climate, including support for local businesses, attracting new investment, strengthening Downtown’s arts and culture niche, and marketing and communications to promote all PBID services and improve Downtown’s overall image.

ENVIRONMENTAL ENHANCEMENTS

Cleaning & Hospitality Ambassadors:

To respond to stakeholder priorities and guiding principles to make Downtown both more welcoming, clean and beautiful, the PBID funded Ambassador program will be strengthened moving forward.

In Downtown Berkeley, the Ambassador program has been a critical element to stabilize streets. Key accomplishments over the past year include:

<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>8,959 bills/stickers removed</td>
<td>13,104 business contacts</td>
</tr>
<tr>
<td>7,660 graffiti tags removed</td>
<td>24,096 hospitality assistance</td>
</tr>
<tr>
<td>3,982 hazardous waste clean-up</td>
<td>10,747 maps/information distributed</td>
</tr>
<tr>
<td>202 block faces power-washed</td>
<td>951 referrals to shelters/resources</td>
</tr>
<tr>
<td>458 public fixtures painted</td>
<td>6,926 street population contacts</td>
</tr>
<tr>
<td>103,353 pounds of trash picked up (51.6 tons!)</td>
<td>2,242 assistance requested by businesses</td>
</tr>
<tr>
<td>8,695 trash cans leveled off</td>
<td>206 requests for fire/police/EMS</td>
</tr>
<tr>
<td>175 succulents planted</td>
<td>923 safety escorts</td>
</tr>
<tr>
<td>3,165 tree wells weeded</td>
<td>324 safety hazards reported</td>
</tr>
<tr>
<td>842 block faces weeded</td>
<td>2,894 contacts with trespassers/loiterers</td>
</tr>
</tbody>
</table>

Despite the progress to-date from the Ambassador program, challenges remain. California’s prolonged drought conditions are requiring new approaches and equipment to replace less expensive practices that relied on the unrestricted use of water. Plus, permissive civic attitudes that tolerate street populations and disruptive behaviors have led to more intimidation and less comfort on streets. On behalf of Downtown business and property owners, the PBID and DBA continue to search for
compassionate solutions and partnerships that will restore more orderly conduct, and create a welcoming environment for everyone.

The Management Plan provides for an increase in funding for Cleaning and Hospitality Ambassadors to allow for increases in program labor costs. Estimated deployment of Ambassadors is anticipated as follows:

<table>
<thead>
<tr>
<th>Maintenance Frequencies</th>
<th>Premium</th>
<th>Standard</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maintenance F.T.E.</td>
<td>272 hours per week (approximately 6.8 F.T.E.)</td>
<td></td>
</tr>
<tr>
<td>Average Weekly Coverage</td>
<td>7 days/week</td>
<td>5 days/week</td>
</tr>
<tr>
<td>Litter removal/pan &amp; broom</td>
<td>Twice per day</td>
<td>Once per day</td>
</tr>
<tr>
<td>Detail cleaning of public amenities</td>
<td>Twice per day</td>
<td>Once per day</td>
</tr>
<tr>
<td>Graffiti removal</td>
<td>Daily as needed</td>
<td>Daily as needed</td>
</tr>
<tr>
<td>Weed removal</td>
<td>Daily as needed</td>
<td>Daily as needed</td>
</tr>
<tr>
<td>Pressure washing/spot cleaning</td>
<td>Daily as needed</td>
<td>Daily as needed</td>
</tr>
<tr>
<td>Pressure washing/scheduled cleaning</td>
<td>Four times per year</td>
<td>Two times per year</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Hospitality Ambassadors</th>
<th>Premium</th>
<th>Standard</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ambassadors F.T.E.</td>
<td>272 hours per week (approximately 6.8 F.T.E.)</td>
<td></td>
</tr>
<tr>
<td>Coverage in All Areas</td>
<td>7 days/week</td>
<td>5 days/week</td>
</tr>
<tr>
<td></td>
<td>8 to 16 hours</td>
<td>6 to 8 hours</td>
</tr>
<tr>
<td>Primary method of coverage</td>
<td>Foot patrols</td>
<td>Foot patrols</td>
</tr>
<tr>
<td>Patrol rounds</td>
<td>4 rounds per shift</td>
<td>2 rounds per shift</td>
</tr>
<tr>
<td>Business contacts</td>
<td>6 per shift</td>
<td>3 per shift</td>
</tr>
<tr>
<td>Visitor contacts</td>
<td>Daily</td>
<td>Daily</td>
</tr>
<tr>
<td>Outreach with street populations</td>
<td>Daily</td>
<td>Daily</td>
</tr>
<tr>
<td>Reporting</td>
<td>Daily</td>
<td>Daily</td>
</tr>
</tbody>
</table>

**Deployment of Cleaning and Hospitality Services:** Cleaning and hospitality services will continue to be deployed in each of two "benefit zones" within the PBID:

- **Premium Service Zone:** The Premium Service Zone includes areas of highest pedestrian activity where demands for clean and safe services are greatest. The service plan anticipates that service deployment frequencies within the premium service zone will be approximately double the remainder of the PBID – from the number of ambassadors to the frequency of sidewalk cleaning, and are reflected in the rate schedule.

- **Standard Service Zone:** The remaining areas of the PBID encompassed by the Standard Service Zone have less pedestrian activity, and demands for cleaning and hospitality services are generally lower. Service frequencies within the standard service zone are approximately half the frequency of services in the premium service zone, and are reflected in the rate schedule.
Beautification and Placemaking

In addition to the Clean and Safe program, PBID environmental enhancements include funds to invest in highly visible improvements that will add to the attractiveness of public spaces throughout downtown. Beautification and Placemaking improvements may include:

- Landscaping, planters, hanging flower baskets and other green elements.
- Seasonal holiday decorations and banners.
- Cosmetic capital improvements, including street furniture, information kiosks, pedestrian lighting and other amenities.
- Wayfinding and directional signage to help visitors navigate through downtown.
- Temporary and permanent public art installations.
- Installation of bicycle racks and other amenities to encourage bicycle use.
- Promote the installation and use of bike-share, car-share and other innovative mobility options.
- Programming of public spaces, such as BART Plaza.
- Planning and design processes to improve public spaces throughout the Downtown.
- Other improvements as determined year-to-year by the DBA board of directors.

Environmental enhancements account for 70.5% of the annual PBID budget.

ECONOMIC ENHANCEMENTS

A comprehensive economic vitality program has been included as a key component of the Downtown PBID. The prior management plan was designed during a period of economic recession, hence activities initially aimed to proactively work on filling office and retail vacancies with targeted businesses, compete with other East Bay commercial districts, and bring more visitors and shoppers to Downtown Berkeley.

Given a more favorable economic climate, and acknowledging demographic and lifestyle trends that are supportive of continued investment in downtowns, the areas of for economic enhancements have expanded as outlined in the Strategic Plan to include:

- **Business Support and Innovation:** Downtown is first and foremost a center for commerce providing both primary jobs and retail. For retail, downtown will aim to strengthen its existing offerings and position for local unique dining and shopping. The PBID will fund efforts aimed at attracting new tenants and investment and promote continued mixed use development that includes retail, office, housing and cultural uses. Downtown has an opportunity to expand its profile as a regional center for technology and innovation through partnerships between the business community and the University of California.

- **Arts, Culture, Entertainment:** Advance Downtown Berkeley’s evolution as a regional destination for arts, culture and entertainment. Downtown has a rich and varied collection of arts and cultural venues. The Berkeley Repertory Theater is one of the most acclaimed community theaters in the nation. A new world class art museum is being opened by the University of California. Other venues, featuring both live and visual arts, restaurants and other entertainment options, and sprinkled throughout the Downtown. Arts, culture and entertainment creates a differential
advantage for Downtown and adds to the quality of life for Berkeley residents. The PBID will provide leadership and programs to enhance Downtown's image as a unique arts and cultural destination.

- **Parking and Transit Management:** Improve the parking experience to support Downtown commerce and living. Parking is part of the economic “infrastructure” that is essential to continued vitality of Downtown. It is also the first and last impression of the Downtown experience for many. Downtown Berkeley features one of the busiest BART stations slated for a major redo, and is also major hub for AC Transit. While the DBA supports a growing variety of transit and mobility options (train, bus, bike, bike-share, pedestrian), there are still many employers, businesses and institutions that require parking. Businesses and institutions that attract visitors from beyond the region’s transit network are particularly reliant on safe, clean and easy to use parking. The PBID will support efforts to improve parking management in the Downtown, including additional parking supply to support the growth of all business, arts and cultural sectors, and information systems that improve the customer experience.

- **Marketing and Communications:** Marketing and communications efforts will be strengthened to support all components of the PBID Management Plan. Marcom related to environment services will create awareness of cleaning, hospitality, beautification and placemaking changes being made to improve the Downtown, and promote the vision designed by the Downtown community and inspire stakeholder engagement. Marcom related to the economy portion of the work program will: advance the image and branding of the Downtown; highlight the unique startup innovation and arts, culture and entertainment character of the Downtown; attract new and returning visitors to Downtown to live, work, eat, drink, play, engage, and be inspired; support new investment opportunities for retail, office and housing; and promote easy and affordable access via transit and parking to the Downtown.

- **Leadership:** The PBID will support research and community education efforts that help to evaluate the impacts of policies and issues on the Downtown business and investment climate. The PBID will support efforts to advance policies that improve Downtown’s overall quality of life and economic and cultural vitality.

Economic enhancements account for 16.5% of the annual PBID budget.

**MANAGEMENT, ADMINISTRATION & RESERVE**

Like any business, the PBID requires a professional staff to properly manage programs, communicate with stakeholders and provide leadership. To reduce administrative costs, increase leveraging of funds and avoid duplication of enhanced services, this plan anticipates that the day-to-day services financed by the PBID will continue to be managed by the Downtown Berkeley Association. PBID funds can be further leveraged by sponsorships from special events, contracts, grants, parking meter revenues and earned income.

Administrative costs include:
- Accounting and annual financial audit
- Insurance
- Program support costs including supplies, equipment and rent
• County PBID assessment collection fee, estimated at 1.4% of total assessments
• Other administration costs associated with the overhead and administrative support of programs.

A reserve is also budgeted to provide a contingency for unforeseen program needs and to provide a cushion for assessment delinquencies. Reserve funds can also be utilized to pay for costs associated with PBID renewal.

13.0% of the PBID budget is allocated to support management, administration and reserve.
C. Plan Budgets

The total improvement and activity plan budget for the first year of the district is projected at $1,529,500 with the following components:

<table>
<thead>
<tr>
<th>Budget Assumptions</th>
<th>PBID Budget</th>
<th>Less: General Benefit</th>
<th>Assessment TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Environmental Enhancements</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cleaning &amp; Hospitality Program</td>
<td>927,500</td>
<td>14,061</td>
<td>913,439</td>
</tr>
<tr>
<td>Beautification &amp; Placemaking</td>
<td>150,000</td>
<td>0</td>
<td>150,000</td>
</tr>
<tr>
<td>Administration: Environment</td>
<td>161,625</td>
<td>2,109</td>
<td>159,516</td>
</tr>
<tr>
<td><strong>Total Environment</strong></td>
<td><strong>1,239,125</strong></td>
<td><strong>16,170</strong></td>
<td><strong>1,222,955</strong></td>
</tr>
<tr>
<td>Economic Enhancements</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Marketing, Business Support, Etc.</td>
<td>252,500</td>
<td>0</td>
<td>252,500</td>
</tr>
<tr>
<td>Administration: Economy</td>
<td>37,875</td>
<td>0</td>
<td>37,875</td>
</tr>
<tr>
<td><strong>Total Economy</strong></td>
<td><strong>290,375</strong></td>
<td><strong>0</strong></td>
<td><strong>290,375</strong></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>1,529,500</strong></td>
<td><strong>16,170</strong></td>
<td><strong>1,513,330</strong></td>
</tr>
</tbody>
</table>

Non-assessment funding will need to be raised to cover the cost associated with general benefits from services.

Ten Year Operating Budget

A projected 10-year operating budget for the Downtown Berkeley PBID is provided on the following page. Projections for the budget are based upon the following assumptions:

- Total program revenue increases no more than 5% per year, the maximum allowed under the proposed annual budget adjustment to respond to increases in the consumer price index and other program costs. Actual budgets may not increase 5% as determined by the DBA, which is the Owner's Association for the Downtown Berkeley PBID.

- Revenues for specific activities within the general activity categories (i.e. Environmental Enhancements and Economic Enhancements) may be reallocated among specific activities from year to year based upon district needs and budgets developed by the DBA board of directors. Revenues may not be moved between the Environmental and Economic Enhancement categories.
**Downtown Berkeley PBID:**

**Ten Year Operating Budget & Maximum Assessments**


**Assumption:**

Assessment rates increase by a maximum of 5% each year.

Actual adjustments may be lower as determined by the Downtown Berkeley Association board of directors.

### ESTIMATED TEN YEAR OPERATING BUDGET

<table>
<thead>
<tr>
<th>Activity</th>
<th>Year 1</th>
<th>Year 2</th>
<th>Year 3</th>
<th>Year 4</th>
<th>Year 5</th>
<th>Year 6</th>
<th>Year 7</th>
<th>Year 8</th>
<th>Year 9</th>
<th>Year 10</th>
</tr>
</thead>
<tbody>
<tr>
<td>Environmental Enhancements</td>
<td>1,077,500</td>
<td>1,131,375</td>
<td>1,187,944</td>
<td>1,247,341</td>
<td>1,309,708</td>
<td>1,375,193</td>
<td>1,443,953</td>
<td>1,516,151</td>
<td>1,591,958</td>
<td>1,671,556</td>
</tr>
<tr>
<td>Economic Enhancements</td>
<td>252,500</td>
<td>265,125</td>
<td>278,381</td>
<td>292,300</td>
<td>306,915</td>
<td>322,261</td>
<td>338,374</td>
<td>355,293</td>
<td>373,057</td>
<td>391,710</td>
</tr>
<tr>
<td>Management &amp; Administration</td>
<td>199,500</td>
<td>209,475</td>
<td>219,949</td>
<td>230,946</td>
<td>242,493</td>
<td>254,618</td>
<td>267,349</td>
<td>280,717</td>
<td>294,752</td>
<td>309,490</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>1,529,500</td>
<td>1,605,975</td>
<td>1,686,274</td>
<td>1,770,587</td>
<td>1,859,117</td>
<td>1,952,073</td>
<td>2,049,676</td>
<td>2,152,160</td>
<td>2,259,768</td>
<td>2,372,757</td>
</tr>
</tbody>
</table>

### MAXIMUM ANNUAL ASSESSMENT RATES: Per Square Foot of Lot + Building

<table>
<thead>
<tr>
<th>Premium: Commercial</th>
<th>Year 1</th>
<th>Year 2</th>
<th>Year 3</th>
<th>Year 4</th>
<th>Year 5</th>
<th>Year 6</th>
<th>Year 7</th>
<th>Year 8</th>
<th>Year 9</th>
<th>Year 10</th>
</tr>
</thead>
<tbody>
<tr>
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<td>0.2232</td>
<td>0.2346</td>
<td>0.2461</td>
<td>0.2584</td>
<td>0.2713</td>
<td>0.2849</td>
<td>0.2991</td>
<td>0.3141</td>
<td>0.3298</td>
<td>0.3463</td>
</tr>
<tr>
<td>Premium: Residential</td>
<td>0.1668</td>
<td>0.1751</td>
<td>0.1839</td>
<td>0.1931</td>
<td>0.2027</td>
<td>0.2129</td>
<td>0.2235</td>
<td>0.2347</td>
<td>0.2464</td>
<td>0.2588</td>
</tr>
<tr>
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<td>0.0834</td>
<td>0.0876</td>
<td>0.0919</td>
<td>0.0965</td>
<td>0.1014</td>
<td>0.1064</td>
<td>0.1118</td>
<td>0.1174</td>
<td>0.1232</td>
<td>0.1294</td>
</tr>
<tr>
<td>Premium: Tax-Exempt/Government</td>
<td>0.1253</td>
<td>0.1314</td>
<td>0.1379</td>
<td>0.1448</td>
<td>0.1521</td>
<td>0.1597</td>
<td>0.1676</td>
<td>0.1760</td>
<td>0.1848</td>
<td>0.1941</td>
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<tr>
<td>Standard: Tax-Exempt/Government</td>
<td>0.0626</td>
<td>0.0657</td>
<td>0.0690</td>
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<td>0.0839</td>
<td>0.0881</td>
<td>0.0925</td>
<td>0.0971</td>
</tr>
</tbody>
</table>
V. ASSESSMENTS

A. Assessment Methodology

To develop the PBID assessment methodology, the consulting team includes Kristin Lowell Inc., a certified engineer. Additional information and justification for the assessment methods and adjustments are provided in the Engineer's Report, prepared by Kristin Lowell Inc. and provided as an Exhibit to the Management Plan.

Service benefits are distributed to lot and building square footage through a “cost allocation” approach — the costs of specific services are allocated to the assessment variables that benefit most from services. Lot and building square footage are the key variables for the assessment methodology:

- **Lot Square Footage:** Lot square footage is utilized to assess the benefit of services to the ground level of properties.

- **Building Square Footage:** Building square footage is utilized to assess the benefit from services to buildings, including tenants, residents and employees.

Service benefits are greater to ground floor uses since services will make sidewalks and the public realm cleaner, safer and more attractive. Acknowledging these greater benefits, the sum of lot plus building will effectively place more emphasis on the ground level of buildings.

**Property Use Considerations:** The methodology provides the following treatments for property used exclusively for residential, nonprofit and government, and parking structures:

- **Treatment of Residential Property:** Residential uses will fully benefit from environmental enhancement services and will pay a full share of these services; however, economic enhancement services will not benefit residential uses and the residential rate is adjusted accordingly. The residential portion of commercial and mixed-use parcels with residential uses will be subject to the adjusted residential assessment rate.

- **Assessment Policy on Nonprofit & Governmental Properties:** Properties that are exempt from property tax, including educational and governmental institutions, and nonprofit organizations (e.g. faith-based, low income housing, cultural, community services, etc.), will not benefit from increased commercial activity resulting from PBID services and thereby will receive reduced benefits from PBID services. An owner of real property located within the PBID boundaries may reduce their assessment if ALL of the following conditions are met:

  1. The property owner is a nonprofit corporation that has obtained federal tax exemption under Internal Revenue Code section 501c3 or California franchise tax-exemption under the Revenue and Taxation Code Section 23701d.

  2. The class or category of real property has been granted an exemption, in whole or in part, from real property taxation.
3. The nonprofit or governmental property owner occupies a majority of building square footage within the subject property.

4. The property owner makes the request in writing to the City of Berkeley prior to the submission of the PBID assessment rolls to the Alameda County Assessor (to accommodate periodic changes in ownership or use, on or before July 1 of each year), accompanied by documentation of the tax-exempt status of the property owner and the class or category of real property.

5. The City of Berkeley may verify the documentation of tax-exempt status and classification of the property for assessment purposes prior to submitting the assessments to the County Assessor.

If ALL of these conditions are met, the amount of the PBID assessment to be levied will be for three-quarters (75%) of the environmental enhancement services.

• **Treatment of Parking Structures:** Parking structures receive different levels of benefit from PBID improvements and services based upon their use and ownership. Parking structures will be subject to one of the following methodologies:

a. Parking structure square footage that is integrated within and/or dedicated to a building, has the same ownership as the building, and the building has uses in addition to parking where parking is just an ancillary use, does not receive benefit from the PBID services and therefore square footage of the parking structure will not be assessed.

b. Stand-alone parking structures that are not ancillary to a building, will receive the full benefit from PBID improvements and activities and will be assessed at standard assessment rates.

**B. Calculation of Assessments**

The preceding methodology is applied to a database that has been constructed by the Downtown Berkeley Association and the City of Berkeley. Property data is first obtained from the Alameda County Assessor's Office through the City of Berkeley. A list of properties included in the PBID is provided within the Appendix.

**Benefit Zone Adjustments:** The assessments are adjusted to reflect anticipated service frequencies within each of two benefit zones:

- The **Premium Service Area**, which includes the core of the PBID, provides a higher frequency of environmental enhancements.
- The **Standard Service Area**, which includes areas on the periphery to the north, west and south, including the South Shattuck Benefit Zone, offers a lower frequency of environmental enhancements.
- Commercial properties in both service areas will equally benefit from economic enhancements.

The resulting assessment calculation by service and benefit zone follows:
### Assessment by Service

<table>
<thead>
<tr>
<th></th>
<th>Per Sq.Ft. of Lot + Building per Year</th>
</tr>
</thead>
<tbody>
<tr>
<td>Environmental Enhancements: Premium</td>
<td>$0.1668</td>
</tr>
<tr>
<td>Environmental Enhancements: Standard</td>
<td>$0.0834</td>
</tr>
<tr>
<td>Economic Enhancements</td>
<td>$0.0564</td>
</tr>
</tbody>
</table>

**Total Estimated Assessments:** Based upon the methodology, property data and the proposed PBID budget, approximate lot and building assessments are calculated. Assessments will not exceed the following amounts during the first year of the renewed PBID:

<table>
<thead>
<tr>
<th>Benefit Zone/Property Type</th>
<th>Per sq.ft. of Lot + Building per Year</th>
</tr>
</thead>
<tbody>
<tr>
<td>Premium: Commercial</td>
<td>$0.2232</td>
</tr>
<tr>
<td>Standard: Commercial</td>
<td>$0.1398</td>
</tr>
<tr>
<td>Premium: Residential</td>
<td>$0.1668</td>
</tr>
<tr>
<td>Standard: Residential</td>
<td>$0.0834</td>
</tr>
<tr>
<td>Premium: Nonprofit/Government</td>
<td>$0.1251</td>
</tr>
<tr>
<td>Standard: Nonprofit/Government</td>
<td>$0.0626</td>
</tr>
</tbody>
</table>

### C. Assessment Adjustments

**Annual Adjustment:** Assessment rates may be adjusted for annual changes in the Bay Area Consumer Price Index (CPI) for all urban consumers and/or other changes in programs costs, not to exceed 5%. Actual annual adjustments may range from 0% to 5%. Assessment rates will not exceed the levels shown in the Ten Year Operating Budget and Maximum Assessment exhibit.

**Budget Process:** A balanced budget approach is utilized to develop each annual budget within the constraints of the assessment rates. Any annual budget surplus or deficit is tracked by program. Prior year surpluses may be used as deemed necessary by the DBA board of directors based on the allocations described in the Management District Plan.

**General Benefit Adjustment:** The Downtown Berkeley PBID’s Engineer’s Report has found that the PBID may provide general benefit (i.e. benefits to the general public or surrounding properties) that is intangible and unquantifiable. To account for any general benefit an adjustment has been established. Accordingly, $16,170 must be funded by non-assessment revenue in the first year of the PBID, and a proportional amount in subsequent years. A detailed analysis is provided in Engineer’s Report, attached as Exhibit A.

**Time and Manner for Collecting Assessments:** As provided by state law, the Downtown Berkeley PBID assessment appears as a separate line item on annual property tax bills prepared by Alameda County. Property tax bills are distributed in the fall and payment is expected by lump sum or installment. Existing laws for enforcement and appeal of property taxes apply to PBID assessments.

**Disestablishment:** State law provides for the disestablishment of a PBID pursuant to an annual review process. Each year that the PBID is in existence, there will be a 30-day period during which the property owners will have the opportunity to request disestablishment of the District. This 30-day period begins each year on the anniversary day that the district was first established by City Council. Within that 30-
day period, if a written petition is submitted by the owners of real property who pay more than 50 percent (50%) of the assessments levied, the PBID may be disestablished. The City Council will hold a public hearing on disestablishing the PBID prior to actually doing so.

**Issuance of Bonds:** No bonds or other bonded debt is to be issued to finance activities and improvements envisioned in the Management District Plan. If the DBA decides to issue bonds or other bonded debt in the future that increases the term and/or assessment rates set in this Plan, revisions to the Management Plan will require new petition and mail ballot procedures.

**VI. GOVERNANCE**

The Downtown Berkeley Association (DBA), a 501(c)6 California nonprofit corporation, will continue to be the Owner’s Association and governing board for the renewed PBID. The role of the Owner’s Association is consistent with similar PBIDs and downtown management organizations throughout California and the nation. The Owner’s Association determines budgets, assessment adjustments and monitor service delivery. As part of the Management Plan, the DBA, working as the Owner’s Association, oversees the delivery of day-to-day PBID services in order to:

- Reduce overall administrative costs of the PBID;
- Leverage PBID funds with other resources, programs and capabilities provided by the Downtown Berkeley Association;
- Eliminate the potential for duplication of enhanced services and activities;
- Ensure that Downtown is represented by a unified voice.

Pursuant to the State of California PBID legislation, the DBA, when conducting PBID business, is subject to disclosure and notification guidelines set by the Ralph M. Brown Act and California Public Records Act.

The DBA has configured its board of directors to represent all benefit zones within the PBID. The goal and spirit of the board’s composition is to have a majority of Downtown property owners, but also include representatives from downtown businesses, nonprofit organizations, residents, educational institutions and governments that pay PBID assessments.

Board members are selected through a nominating process that invites all stakeholders to participate. A nominating committee develops an annual slate of board nominations, and nominations are voted on at an annual meeting of PBID ratepayers.
This is a petition to initiate special assessment proceedings to reestablish the Property-based Business Improvement District (PBID) in accordance with the Property and Business Improvement District Law of 1994, California Streets and Highways Code Sections 36600 et seq., for the purpose of undertaking and implementing the Management District Plan, a summary of which is attached.

Legal Owner:

Owner % of Total Assessment: 7.78%

<table>
<thead>
<tr>
<th>APN:</th>
<th>Parcel Address (if known)</th>
<th>Parcel Assessment</th>
</tr>
</thead>
<tbody>
<tr>
<td>057-2017-016-01</td>
<td>2100 M L King Jr. Wy.</td>
<td>$16,703.94</td>
</tr>
<tr>
<td>057-2021-001-00</td>
<td>2180 Milvia St.</td>
<td>$14,505.72</td>
</tr>
<tr>
<td>057-2021-002-00</td>
<td>0 Center St.</td>
<td>$15,205.65</td>
</tr>
<tr>
<td>057-2022-006-00</td>
<td>1947 Center St.</td>
<td>$8,430.75</td>
</tr>
<tr>
<td>057-2022-020-00</td>
<td>0 Center St.</td>
<td>$3,629.56</td>
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<td>057-2023-020-03</td>
<td>2033 Center St.</td>
<td>$26,241.85</td>
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<tr>
<td>057-2025-024-00</td>
<td>2015 Addison St.</td>
<td>$10,639.00</td>
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<tr>
<td>057-2028-005-00</td>
<td>2031 Bancroft Wy.</td>
<td>$2,758.31</td>
</tr>
<tr>
<td>057-2028-017-01</td>
<td>2090 Kittredge St.</td>
<td>$12,527.64</td>
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<tr>
<td>057-2118-001-00</td>
<td>2200 Fulton St.</td>
<td>$0</td>
</tr>
<tr>
<td>057-2119-001-00</td>
<td>Fulton St.</td>
<td>$7,098.67</td>
</tr>
</tbody>
</table>

Total $117,741.11

To complete your Petition please: 1) Check your affirmation YES, 2) Print your name an e-mail and phone number, and 3) Sign and date below.

☐ YES, I approve of the proposed maximum assessment of $ on the parcel(s) identified on this preliminary petition.

(Print) Name and Title of Owner of Record or an Authorized Representative

Email address

Phone No.

Signature of Owner of Record or the Representative

Legally Authorized and Entitled to Sign this Petition

Date

Please return signed and dated Preliminary Petition to:

Downtown Berkeley Association
2230 Shattuck Avenue, Suite C
Berkeley, CA 94704
Downtown Berkeley Property-Based Business Improvement District (PBID) FINAL Engineer’s Report

Berkeley, California
September 2015

Prepared by:
Kristin Lowell Inc.

Prepared pursuant to the State of California Property and Business Improvement District Law of 1994 And Article XIIIId of the California Constitution to create a property based assessment district
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ENGINEER’S STATEMENT

This Report is prepared pursuant to Article XIII D of the California State Constitution (Proposition 218) and the State of California Property and Business Improvement District Law of 1994 as amended.

The Downtown Berkeley Property-Based Business Improvement District (the “PBID”) will provide funding for enhanced maintenance, safety, beautification and marketing activities, above and beyond those provided by the City of Berkeley. Every individual assessed parcel within the PBID receives special benefit from the activities identified under Section B of this Report. Only those individual assessed parcels within the PBID receive the special benefit of the proposed activities; parcels contiguous to and outside the PBID and the public at large may receive a general benefit, as outlined in Section E. The cost to provide general benefits, if any, will be funded from sources other than special assessments.

The duration of the proposed PBID is ten (10) years, commencing January 1, 2017 and continuing through December 31, 2026.

An estimated budget for the PBID improvements and activities is set forth in Section D. The annual budget may increase no more than 5% per year consistent with the increase in consumer price index (CPI) and increases in program costs. The determination of annual budget adjustments and assessment rates will be subject to the review and approval of the board of directors for the Downtown Berkeley Association (DBA). Funding for the PBID improvements and activities shall be derived from a property-based assessment of each specially benefitted parcel in the PBID. A detailed description of the methodology for determining the proportional special benefit each individual assessable parcel receives from the activities and the assessment for each parcel is set forth in Section F.

I hereby certify to the best of my professional knowledge that each of the identified assessable parcels located within the PBID will receive a special benefit over and above the benefits conferred to those parcels outside of the PBID boundary and to the public at large, and that the amount of the proposed special assessment is proportional to, and no greater than the special benefits received.

Respectfully submitted,

Terrance E. Lowell, P.E.
SECTION A: LEGISLATIVE AND JUDICIAL REVIEW

Property and Business Improvement District Law of 1994
The Property and Business Improvement District Law of 1994 (the “State Law”) is the legislation that authorizes the City to levy assessments upon real property for the purposes of providing improvements and activities that specially benefit each individual assessed parcel in the PBID. The purpose of the PBID is to encourage commerce, investment, and business activities. In order to meet these goals PBIDs typically fund activities and improvements, such as enhanced safety and cleaning. Unlike other assessment districts which fund the construction of public capital improvements or maintenance thereof, PBIDs provide activities and improvements “to promote the economic revitalization and physical maintenance of the business districts of its cities in order to create jobs, attract new businesses, and prevent the erosion of the business districts.” (Streets and Highways Code Section 36601(b)). The improvements and activities funded through the PBID are over and above those already provided by the City within the PBID’s boundaries. Each of the PBID activities or improvements is intended to increase building occupancy and lease rates, to encourage new business development, attract businesses that serve the community, and improve the quality of life.

Specifically, the State Law defines “Improvements” and “Activities” as follows:

"Improvement” means the acquisition, construction, installation, or maintenance of any tangible property with an estimated useful life of five years…”¹

"Activities" means, but is not limited to, all of the following:
(a) Promotion of public events which benefit businesses or real property in the district.
(b) Furnishing of music in any public place within the district.
(c) Promotion of tourism within the district.
(d) Marketing and economic development, including retail retention and recruitment.
(e) Providing safety, sanitation, graffiti removal, street and sidewalk cleaning, and other municipal services supplemental to those normally provided by the municipality.
(f) Activities which benefit businesses and real property located in the district.²

Article XIIID of the State Constitution
In 1996, California voters approved Proposition 218, codified in part as Article XIIID of the State Constitution. Among other requirements, Article XIIID changes the way local agencies enact local taxes and levy assessments on real property. It states, in relevant part, that:

(a) An agency which proposes to levy an assessment shall identify all parcels which will have a special benefit conferred upon them and upon which an assessment will be imposed. The proportionate special benefit derived by each identified parcel shall be determined in relationship to the entirety of the capital cost of a public improvement, the maintenance and operation expenses of a public improvement, or the cost of the property related service being provided. No assessment shall be imposed on any parcel which exceeds the reasonable cost of the proportional special benefit conferred on that parcel. Only special benefits are assessable, and an agency shall separate the general benefits

¹ California Streets and Highways Code, Section 36610.
² California Streets and Highways Code, Section 36613.
from the special benefits conferred on a parcel. Parcels within a district that are owned or used by any agency, the State of California or the United States shall not be exempt from assessment unless the agency can demonstrate by clear and convincing evidence that those publicly owned parcels in fact receive no special benefit.

(b) All assessments shall be supported by a detailed engineer’s report prepared by a registered professional engineer certified by the State of California.³

“Special benefit” means a particular and distinct benefit over and above general benefits conferred on real property located in the district or to the public at large. General enhancement of property value does not constitute “special benefit.”⁴

Judicial Guidance

Since the enactment of Article XIIID, the courts have rendered opinions regarding various aspects of Article XIIID. The notable portions of cases that apply to assessment districts in general and this PBID in particular are noted below.

“The engineer’s report describes the services to be provided by the PBID [i.e. the PBID]; (1) security, (2) streetscape maintenance (e.g., street sweeping, gutter cleaning, graffiti removal), and (3) marketing, promotion, and special events. They are all services over and above those already provided by the City within the boundaries of the PBID. And they are particular and distinct benefits to be provided only to the properties within the PBID, not to the public at large—they ‘affect the assessed property in a way that is particular and distinct from [their] effect on other parcels and that real property in general and the public at large do not share.’”⁵

“…separating the general from the special benefits of a public improvement project and estimating the quantity of each in relation to the other is essential if an assessment is to be limited to the special benefits.”⁶

“…the agency must determine or approximate the percentage of the total benefit conferred by the service or improvement that will be enjoyed by the general public and deduct that percentage of the total cost of the service or improvement from the special assessment levied against the specially benefitted property owners.”⁷

“…even minimal general benefits must be separated from special benefits and quantified so that the percentage of the cost of services and improvements representing general benefits, however slight, can be deducted from the amount of the cost assessed against specially benefitting properties.”⁸

The contents of this Engineer’s Report are prepared in compliance with the above noted authorizing legislation, the State Constitution and the judicial opinions.

³ Section 4, Article XIIID of the State Constitution.
⁴ Section 2 (i), Article XIIID of the State Constitution.
SECTION B: IMPROVEMENTS AND ACTIVITIES

The Downtown Berkeley PBID Steering Committee collectively determined the priority for improvements and activities to be delivered by the business improvement district. The primary needs as determined by the property owners are both Environmental and Economic Enhancements. The Environmental Enhancements include activities such as maintenance, public safety, placemaking, and beautification. Economic Enhancements include activities such as local business support, marketing, arts entertainment, and parking management. Specifically, the PBID shall provide the following activities.

**Environmental Enhancements**

**Cleaning & Hospitality Ambassadors**

To respond to stakeholder priorities and guiding principles to make Downtown both more welcoming, clean and beautiful, the PBID funded Ambassador program will be strengthened moving forward. It provides for an increase in funding for Cleaning and Hospitality Ambassadors to allow for increases in program labor costs. Estimated deployment of Ambassadors is anticipated as follows:

<table>
<thead>
<tr>
<th>Maintenance Frequencies</th>
<th>Premium</th>
<th>Standard</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maintenance F.T.E.</td>
<td>272 hours per week (approximately 6.8 F.T.E.)</td>
<td></td>
</tr>
<tr>
<td>Average Weekly Coverage</td>
<td>7 days/week</td>
<td>5 days/week</td>
</tr>
<tr>
<td>Litter removal/pan &amp; broom</td>
<td>Twice per day</td>
<td>Once per day</td>
</tr>
<tr>
<td>Detail cleaning of public amenities</td>
<td>Twice per day</td>
<td>Once per day</td>
</tr>
<tr>
<td>Graffiti removal</td>
<td>Daily as needed</td>
<td>Daily as needed</td>
</tr>
<tr>
<td>Weed removal</td>
<td>Daily as needed</td>
<td>Daily as needed</td>
</tr>
<tr>
<td>Pressure washing/spot cleaning</td>
<td>Daily as needed</td>
<td>Daily as needed</td>
</tr>
<tr>
<td>Pressure washing/scheduled cleaning</td>
<td>Four times per year</td>
<td>Two times per year</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Hospitality Ambassadors</th>
<th>Premium</th>
<th>Standard</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ambassadors F.T.E.</td>
<td>272 hours per week (approximately 6.8 F.T.E.)</td>
<td></td>
</tr>
<tr>
<td>Coverage in All Areas</td>
<td>7 days/week</td>
<td>5 days/week</td>
</tr>
<tr>
<td>Primary method of coverage</td>
<td>Foot patrols</td>
<td>Foot patrols</td>
</tr>
<tr>
<td>Patrol rounds</td>
<td>4 rounds per shift</td>
<td>2 rounds per shift</td>
</tr>
<tr>
<td>Business contacts</td>
<td>6 per shift</td>
<td>3 per shift</td>
</tr>
<tr>
<td>Visitor contacts</td>
<td>Daily</td>
<td>Daily</td>
</tr>
<tr>
<td>Outreach with street populations</td>
<td>Daily</td>
<td>Daily</td>
</tr>
<tr>
<td>Reporting</td>
<td>Daily</td>
<td>Daily</td>
</tr>
</tbody>
</table>

**Deployment of Cleaning and Hospitality Services:** Cleaning and hospitality services will continue to be deployed in each of two “benefit zones” within the PBID:

- **Premium Service Zone:** The Premium Service Zone includes areas of highest pedestrian activity where demands for clean and safe services are greatest. The service plan anticipates that service deployment frequencies within the premium service zone will
be approximately double the remainder of the PBID – from the number of ambassadors to the frequency of sidewalk cleaning, and are reflected in the rate schedule.

- **Standard Service Zone:** The remaining areas of the PBID encompassed by the Standard Service Zone have less pedestrian activity, and demands for cleaning and hospitality services are generally lower. Service frequencies within the standard service zone are approximately half the frequency of services in the premium service zone, and are reflected in the rate schedule.

** Beautification and Placemaking**

In addition to the Clean and Safe program, PBID environmental enhancements include funds to invest in highly visible improvements that will add to the attractiveness of public spaces throughout downtown. Beautification and Placemaking improvements may include:

- Landscaping, planters, hanging flower baskets and other green elements.
- Seasonal holiday decorations and banners.
- Cosmetic capital improvements, including street furniture, information kiosks, pedestrian lighting and other amenities.
- Wayfinding and directional signage to help visitors navigate through downtown.
- Temporary and permanent public art installations.
- Installation of bicycle racks and other amenities to encourage bicycle use.
- Promote the installation and use of bike-share, car-share and other innovative mobility options.
- Programming of public spaces, such as BART Plaza.
- Planning and design processes to improve public spaces throughout the Downtown.
- Other improvements as determined year-to-year by the DBA board of directors.

**ECONOMIC ENHANCEMENTS**

A comprehensive economic vitality program has been included as a key component of the Downtown PBID. The prior management plan was designed during a period of economic recession, hence activities initially aimed to proactively work on filling office and retail vacancies with targeted businesses, compete with other East Bay commercial districts, and bring more visitors and shoppers to Downtown Berkeley.

Given a more favorable economic climate, and acknowledging demographic and lifestyle trends that are supportive of continued investment in downtowns, the areas of for economic enhancements have expanded as outlined in the Strategic Plan to include:

- **Business Support and Innovation:** Downtown is first and foremost a center for commerce providing both primary jobs and retail. For retail, downtown will aim to strengthen its existing offerings and position for local unique dining and shopping. The PBID will fund efforts aimed at attracting new tenants and investment and promote continued mixed use development that includes retail, office, housing and cultural uses. Downtown has an opportunity to expand its profile as a regional center for technology and innovation through partnerships between the business community and the University of California.
• **Arts, Culture, Entertainment:** Advance Downtown Berkeley’s evolution as a regional destination for arts, culture and entertainment. Downtown has a rich and varied collection of arts and cultural venues. The Berkeley Repertory Theater is one of the most acclaimed community theaters in the nation. A new world class art museum is being opened by the University of California. Other venues, featuring both live and visual arts, restaurants and other entertainment options, and sprinkled throughout the Downtown. Arts, culture and entertainment creates a differential advantage for Downtown and adds to the quality of life for Berkeley residents. The PBID will provide leadership and programs to enhance Downtown’s image as a unique arts and cultural destination.

• **Parking and Transit Management:** Improve the parking experience to support Downtown commerce and living. Parking is part of the economic “infrastructure” that is essential to continued vitality of Downtown. It is also the first and last impression of the Downtown experience for many. Downtown Berkeley features one of the busiest BART stations slated for a major redo, and is also major hub for AC Transit. While the DBA supports a growing variety of transit and mobility options (train, bus, bike, bike-share, pedestrian), there are still many employers, businesses and institutions that require parking. Businesses and institutions that attract visitors from beyond the region’s transit network are particularly reliant on safe, clean and easy to use parking. The PBID will support efforts to improve parking management in the Downtown, including additional parking supply to support the growth of all business, arts and cultural sectors, and information systems that improve the customer experience.

• **Marketing and Communications:** Marketing and communications efforts will be strengthened to support all components of the PBID Management Plan. Marcom related to environment services will create awareness of cleaning, hospitality, beautification and placemaking changes being made to improve the Downtown, and promote the vision designed by the Downtown community and inspire stakeholder engagement. Marcom related to the economy portion of the work program will: advance the image and branding of the Downtown; highlight the unique startup innovation and arts, culture and entertainment character of the Downtown; attract new and returning visitors to Downtown to live, work, eat, drink, play, engage, and be inspired; support new investment opportunities for retail, office and housing; and promote easy and affordable access via transit and parking to the Downtown.

• **Leadership:** The PBID will support research and community education efforts that help to evaluate the impacts of policies and issues on the Downtown business and investment climate. The PBID will support efforts to advance policies that improve Downtown’s overall quality of life and economic and cultural vitality.

**MANAGEMENT, ADMINISTRATION & RESERVE**

Like any business, the PBID requires a professional staff to properly manage programs, communicate with stakeholders and provide leadership. To reduce administrative costs, increase leveraging of funds and avoid duplication of enhanced services, this plan anticipates that the day-to-day services financed by the PBID will continue to be managed by the Downtown Berkeley Association. PBID funds can be further leveraged by sponsorships from special events, contracts, grants, parking meter revenues and earned income.
Administrative costs include:
- Accounting and annual financial audit
- Insurance
- Program support costs including supplies, equipment and rent
- County PBID assessment collection fee, estimated at 1.4% of total assessments
- Other administration costs associated with the overhead and administrative support of programs.

A reserve is also budgeted to provide a contingency for unforeseen program needs and to provide a cushion for assessment delinquencies. Reserve funds can also be utilized to pay for costs associated with PBID renewal.
SECTION C: BENEFITTING PARCELS

**PBID Boundary Description**

Existing PBID Boundaries: The existing PBID district encompasses the core of the Downtown area along the Shattuck Avenue corridor bounded roughly by Delaware Street to the north, Oxford/Fulton Streets to the east, Dwight Way to the south and Martin Luther King Jr. Way to the west.

Benefit Zones: Three benefit zones provide two different levels of service. The benefits are delineated as follows:

- The Premium Service Area, which includes Downtown’s core and the area of highest intensity of use, provides a higher frequency of environmental enhancements.
- The Standard Service Area, which includes areas on the periphery of the core to the north, west and south, offers a lower frequency of environmental enhancements.
- Commercial properties in both service areas equally benefit from and pay for economic enhancements.
- A third benefit zone is proposed for the three blocks added along Shattuck Avenue between Dwight Way and Carlton Street. This area will receive the Standard level of services from the Downtown PBID; however, this area is also located in the City’s Adeline Planning Area. A new PBID may be formed within the Adeline Planning Area within the next ten years. If a new PBID is formed, property owners within the South Shattuck Benefit Zone may opt out of the Downtown PBID and become part of a new PBID.

Expansion Areas: Two areas for expanded service within the Standard Benefit Zone were evaluated in the PBID renewal process and are recommended to be added to the Downtown PBID. These areas include:

- One block west along the University Avenue corridor between Martin Luther King Jr. Way and Grant Street.
- Three blocks south along the Shattuck Avenue corridor between Dwight Way and Carlton Street.

A map of the proposed renewed district boundary is provided above and a more detailed map with specific parcel lines will be provided upon request.
PROPOSED DOWNTOWN BERKELEY
BUSINESS DISTRICT BOUNDARIES

Legend
- Proposed Premium Zone
- Proposed Standard Zone
- Proposed South Shattuck Benefit Zone

Disclaimer:
The City of Berkeley makes no representations about the suitability of the information contained on this map for any purpose. The map is provided "as is" without warranty, either express or implied, of any kind. The published map may contain technical inaccuracies or typographical errors. Changes are periodically added to the information herein. The City of Berkeley may make improvements and/or changes to the map at any time.

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SECTION D: PROPORTIONAL BENEFITS

Methodology
Article XIID Section 4(a) of the State Constitution states that “The proportionate special benefit derived by each identified parcel shall be determined in relationship to the entirety of the capital cost of the public improvement, the maintenance and operation expenses of a public improvement, or the cost of the property related service being provided.”

Determining the proportionate special benefit among the parcels of real property within the proposed assessment district which benefit from the proposed improvements, services, and activities is the result of a four-step process:

1. Defining the proposed activities,
2. Determining which parcels specially benefit from the proposed activities,
3. Determining the amount of special benefit each parcel receives,
4. Determining the proportional special benefit a parcel receives in relation to the amount of special benefit all other parcels in the PBID receive.

Each identified parcel within the PBID will be assessed based upon each parcel’s unique characteristics in relationship to all other specially benefitted parcels’ characteristics. Due to the proportionate special benefits received by each parcel from the PBID services, each parcel will be assessed a rate which is commensurate with the amount of special benefits received.

Special Benefit Factor
The method used to determine proportional special benefits are measured by each parcel’s lot square footage plus building square footage. Each parcel’s proportional lot size and building square footage represents each parcel’s proportional special benefit compared to other parcels within each benefit zone. Lot square footage is relevant to the best use of a property and will reflect the long term special benefit implications of the improvement district. Building square footage is relevant to the interim use of a property and is utilized to measure short and mid-term impacts. Service benefits are greater to ground floor uses since services will make sidewalks and the public realm cleaner, safer and more attractive. Acknowledging these greater benefits, the sum of lot plus building will effectively place more emphasis on the ground level of buildings.

Lot Square Footage Defined. Lot square footage is defined as the total amount of area within the borders of the parcel. The borders of a parcel are defined on the County Assessor parcel maps.

Building Square Footage Defined. Building square footage is defined as gross building square footage as determined by the outside measurements of a building.
SECTION E: SPECIAL and GENERAL BENEFITS

State Law, Proposition 218, and judicial opinions require that assessments be levied according to the estimated special benefit each assessed parcel receives from the activities and improvements. Article XIIID Section 4(a) of the California Constitution in part states that “only special benefits are assessable,” which requires that we separate the general benefits, if any, from the special benefits provided by the proposed activities and improvements.

As of January 1, 2015, the State Legislature amended the State Law to clarify and define both special benefit and general benefit as they relate to the improvements and activities these districts provide. Specifically, the amendment (Section 36615.5 of the Streets and Highways Code) defines special benefit as follows: “‘Special benefit’ means, for purposes of a property-based district, a particular and distinct benefit over and above general benefits conferred on real property located in a district or to the public at large. Special benefit includes incidental or collateral effects that arise from the improvements, maintenance, or activities of property-based districts even if those incidental or collateral effects benefit property or persons not assessed.”

In addition, the amendment (Section 36609.5 of the Streets and Highways Code) defines general benefit as follows: “‘General benefit’ means, for purposes of a property-based district, any benefit that is not a ‘special benefit’ as defined in Section 36615.5.”

Furthermore, the amendment (Section 36601(h)(2)) states: “Activities undertaken for the purpose of conferring special benefits upon property to be assessed inherently produce incidental or collateral effects that benefit property or persons not assessed. Therefore, for special benefits to exist as a separate and distinct category from general benefits, the incidental or collateral effects of those special benefits are inherently part of those special benefits.”

Special Benefit Analysis

All special benefits derived from the assessments outlined in this report are for property related activities directly benefiting each individual assessed parcel in the PBID. The special benefit must affect the individual assessable parcel in a way that is particular and distinct from its effect on other parcels, and that real property in general and the public at large do not share. No parcel’s assessment shall be greater than the special benefits received.

Streets and Highways Code Section 36601(e) states that “Property and business improvement districts formed throughout this state have conferred special benefits upon properties and businesses within their districts, and have made those properties and businesses more useful by providing the following benefits: (1) Crime reduction. A study by the Rand Corporation has confirmed a 12-percent reduction in the incidence of robbery and an 8-percent reduction in the total incidence of violent crimes within the 30 districts studied. (2) Job creation. (3) Business attraction. (4) Business retention. (5) Economic growth. (6) New investments.

The PBID’s goal is to fund activities and improvements that provide a cleaner, safer, and more attractive and economically vibrant environment as outlined in Section B. The goal of improving the economic vitality is achieved by improving the safety, cleanliness, marketing, and appearance of each specially benefitted parcel in an effort to increase commerce, to increase building occupancy and lease rates, and to attract more customers, employees, tenants and investors.
Each parcel will specially benefit from:

- Cleaner and safer sidewalks, streets, and common areas
- Real and perceived public safety improvements
- Greater pedestrian traffic
- Enhanced rental incomes
- Improved business climate
- New business and investment
- Well managed programs and services

Specifically each parcel benefits from each of the PBID activities as defined below.

**Hospitality Ambassadors**
These enhanced ambassador activities make the area more attractive for businesses, customers, residents, and ultimately private investment. When business location decisions are made, “lower levels of public safety lead to increased uncertainty in decision making and can be perceived as a signal of a socio-institutional environment unfavorable for investment. Uncertainty affects the investment environment in general. But in particular, it increases the fear of physical damage to investment assets (or to people) or their returns...Almost universally, places with lower crime rates are perceived as more desirable”. 9 Once economic investment occurs within the district, pedestrian traffic and commercial activity will increase. The special benefit to assessed parcels from these services is the likelihood of increased lease rates and tenant occupancy due to the increase of commercial activity, and an increase in customers that follow from having a safer and more welcoming environment.

**Maintenance and Beautification**
The maintenance and beautification activities benefit each assessed parcel within the PBID by providing a clean and aesthetically appealing environment. This is achieved through sidewalk sweeping and power washing, removing litter and graffiti, and trash removal. In addition, the beautification activities benefit each assessed parcel by providing landscaping, holiday décor, wayfinding signage, and capital improvements that will encourage bike and car sharing. These activities create the environment needed to achieve the PBID goals.

**Economic Activities**
The myriad of the economic activities will specially benefit each assessed parcel by providing business support and innovation, marketing the Downtown as an arts and entertainment district and providing parking and transit management. This generates customer traffic which directly relates to increases in commercial activity including residential serving businesses, filling of vacant storefronts and offices, and ultimately increased lease rates for retail and office space.

**Special Benefit Conclusion**
Based on the special benefits each assessed parcel receives from the PBID activities, we concluded that each of the proposed activities provides special benefits to the real property within the district, and that each parcel’s assessment is in direct relationship to and no greater than the special benefits received.

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9 “Accelerating economic growth and vitality through smarter public safety management” IBM Global Business Services Executive Report, September 2012, pg. 2
The special benefit to parcels from the proposed PBID activities and improvements described in this report is equal to or exceeds the total amount of the proposed assessment. Each individual assessed parcel’s assessment is no greater than the special benefit it receives from the PBID activities.

**General Benefit Analysis**

As required by the State Constitution Article XIIID Section 4(a), the general benefits of an assessment district must be quantified and separated out so that the cost of the activities that are attributed to general benefit are deducted from the cost assessed against each specially benefitted parcel. General benefits are benefits from the PBID activities and improvements that are not special in nature, are not “particular and distinct”, and are not over and above the benefits that other parcels receive. This analysis will evaluate and determine the level of general benefits that (1) parcels outside of the PBID, and (2) the public at large, may receive.

**General Benefit to Parcels Outside of the PBID**

All the PBID activities and improvements are provided solely to each of the individual assessed parcels in the PBID boundary. Each of the PBID activities is provided to the public right-of-ways (streets and sidewalks) adjacent to all specially benefitted parcels or tenants in the PBID. None of the surrounding parcels will directly receive any of the PBID activities. Any benefits these parcels may receive are incidental to providing special benefits to the assessed parcels, and thus any cost associated to the incidental benefits are not reduced from the cost of providing special benefit.

**General Benefit to the Public At Large**

In addition to general benefit analysis to the parcels outside of the PBID boundary, there may be general benefits to the public at large, meaning those people that are either in the PBID boundary and not specially benefitted from the activities, or people outside of the PBID boundary that may benefit from the PBID activities. In the case of the PBID, the public at large are those people that are within the PBID boundary that do not pay an assessment and do not specially benefit (employees, tenants, and customers) from the PBID activities.

To help determine this, 6 business districts in Los Angeles (Historic Downtown, Leimert Park, Arts District, Downtown Industrial, Fashion District, and Sherman Oaks) conducted intercept surveys. These surveys determined the percentage of people that are within the district that are not specially benefitted and did not engage in business activity. The six intercept surveys found that on average 1.4% of the respondents were within the district boundary and not specially benefitted.

In the case of the Downtown Berkeley we use these survey results to then further quantify the relative benefit the specially benefitted public and the general public may receive from the PBID activities. The general public may appreciate the enhanced level of the clean and safe activities as it passes through the District whether they are engaging in commerce or not. The specially benefitted public receives 100% of the PBID activities and special benefit. The general public’s relative benefit is less than the specially benefitted public, and based on the surveys discussed above, that percentage is 1.4%. However, to be conservative, we apply a relative benefit percentage of 2.5% to account for any potential difference between Los Angeles PBIDs and the Downtown Berkeley PBID.
We then apply the relative benefit percentage for the general public to the Clean and Safe activities. The table below shows the budget for this and its respective percentage of the total PBID budget. We then apply a relative benefit factor to this activity accounting for the potential benefit the general public may receive. The relative benefit factor is then multiplied by the PBID activity’s budget percentage to determine the overall benefit factor. The following table illustrates this calculation.

<table>
<thead>
<tr>
<th>PBID Activity</th>
<th>A Budget Amount</th>
<th>B % of Budget</th>
<th>C General Benefit Factor</th>
<th>D General Benefit Percent (B x C)</th>
<th>E General Benefit Allocation (A x D)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Clean and Safe</td>
<td>$927,500</td>
<td>60.64%</td>
<td>2.50%</td>
<td>1.52%</td>
<td>$14,061</td>
</tr>
</tbody>
</table>

This analysis indicates that $14,061 of this activity may be attributed to general benefit to the public at large. In addition, we also apply the 1.52% general benefit percent to the administration portion of this activity which equals $2,109. This equals a total general benefit to the public at large of $16,170 which will be raised from sources other than special assessments.

**Total General Benefits**

Using the sum of the two measures of general benefit described above, we find that $16,170 or 1.06% of the total PBID budget may be general in nature and will be funded from sources other than special assessments.
SECTION F: COST ESTIMATE

2016 Operating Budget

The PBID’s operating budget takes into consideration:

1. The improvements and activities needed to provide special benefits to each individual parcel within the PBID boundary (Section B),
2. The parcels that specially benefit from said improvements and activities (Section C), and
3. The costs associated with the special and general benefits conferred (Section E).

<table>
<thead>
<tr>
<th>EXPENDITURES</th>
<th>BUDGET</th>
<th>% of Budget</th>
</tr>
</thead>
<tbody>
<tr>
<td>Environment</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cleaning &amp; Hospitality Program</td>
<td>$927,500</td>
<td>60.64%</td>
</tr>
<tr>
<td>Place Making &amp; Beautification</td>
<td>$150,000</td>
<td>9.81%</td>
</tr>
<tr>
<td>Administration: Environment</td>
<td>$161,625</td>
<td>10.57%</td>
</tr>
<tr>
<td>Total Environment</td>
<td>$1,239,125</td>
<td>81.02%</td>
</tr>
<tr>
<td>Economy</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Marketing, Business Support, Etc.</td>
<td>$252,500</td>
<td>16.51%</td>
</tr>
<tr>
<td>Administration: Economy</td>
<td>$37,875</td>
<td>2.48%</td>
</tr>
<tr>
<td>Total Economy</td>
<td>$290,375</td>
<td>18.98%</td>
</tr>
<tr>
<td>Total Expenditures</td>
<td>$1,529,500</td>
<td>100.00%</td>
</tr>
</tbody>
</table>

| REVENUES                            |         |             |
| Assessment Revenues                 | $1,513,330| 98.94%     |
| Other Revenues (1)                  | $16,170 | 1.06%       |
| Total Revenues                      | $1,529,500| 100.00%    |

(1) Other non-assessment funding to cover the cost associated with general benefit.

Ten Year Operating Budget

The projected 10-year operating budget for the Downtown Berkeley PBID is based upon the following assumptions:

- Total program revenue increases no more than 5% per year, the maximum allowed under the proposed annual budget adjustment to respond to increases in the consumer price index and other program costs. Actual budgets may not increase 5% as determined by the DBA, which is the Owner’s Association for the Downtown Berkeley PBID.
- Revenues for specific activities within the general activity categories (i.e. Environmental Enhancements and Economic Enhancements) may be reallocated among specific activities from year to year based upon district needs and budgets developed by the DBA board of directors. Revenues may not be moved between the Environmental and Economic Enhancement categories.
SECTION G: APPORTIONMENT METHOD

Calculation of Assessments
The preceding methodology is applied to a database that has been constructed by the Downtown Berkeley Association and the City of Berkeley. Property data is first obtained from the Alameda County Assessor's Office through the City of Berkeley.

Benefit Zone Adjustments: The assessments are adjusted to reflect anticipated service frequencies within each of two benefit zones:

- The **Premium Service Area**, which includes the core of the PBID, provides a higher frequency of environmental enhancements.
- The **Standard Service Area**, which includes areas on the periphery to the north, west and south, including the South Shattuck Benefit Zone, offers a lower frequency of environmental enhancements.
- Commercial properties in both service areas will equally benefit from economic enhancements.

The resulting assessment calculation by service and benefit zone follows:

<table>
<thead>
<tr>
<th>Assessment by Service</th>
<th>Per Sq.Ft. of Lot + Building per Year</th>
</tr>
</thead>
<tbody>
<tr>
<td>Environmental Enhancements: Premium</td>
<td>$ 0.1668</td>
</tr>
<tr>
<td>Environmental Enhancements: Standard</td>
<td>$ 0.0834</td>
</tr>
<tr>
<td>Economic Enhancements</td>
<td>$ 0.0564</td>
</tr>
</tbody>
</table>

Total Estimated Assessments: Based upon the methodology, property data and the proposed PBID budget, approximate lot and building assessments are calculated. Assessments will not exceed the following amounts during the first year of the renewed PBID:

<table>
<thead>
<tr>
<th>Benefit Zone/Property Type</th>
<th>Per sq.ft. of Lot + Building per Year</th>
</tr>
</thead>
<tbody>
<tr>
<td>Premium: Commercial</td>
<td>$ 0.2232</td>
</tr>
<tr>
<td>Standard: Commercial</td>
<td>$ 0.1398</td>
</tr>
<tr>
<td>Premium: Residential</td>
<td>$ 0.1668</td>
</tr>
<tr>
<td>Standard: Residential</td>
<td>$ 0.0834</td>
</tr>
<tr>
<td>Premium: Nonprofit/Government</td>
<td>$ 0.1251</td>
</tr>
<tr>
<td>Standard: Nonprofit/Government</td>
<td>$ 0.0626</td>
</tr>
</tbody>
</table>

Property Use Considerations: The methodology provides the following treatments for property used exclusively for residential, nonprofit and government, and parking structures:

- **Treatment of Residential Property**: Residential uses will fully benefit from environmental enhancement services and will pay a full share of these services; however, economic enhancement services will not benefit residential uses and the residential rate is adjusted accordingly. The residential portion of commercial and mixed-use parcels with residential uses will be subject to the adjusted residential assessment rate.
• **Assessment Policy on Nonprofit & Governmental Properties:** Properties that are exempt from property tax, including educational and governmental institutions, and nonprofit organizations (e.g. faith-based, low income housing, cultural, community services, etc.), will not benefit from increased commercial activity resulting from PBID services and thereby will receive reduced benefits from PBID services. An owner of real property located within the PBID boundaries may reduce their assessment if ALL of the following conditions are met:

1. The property owner is a nonprofit corporation that has obtained federal tax exemption under Internal Revenue Code section 501c3 or California franchise tax-exemption under the Revenue and Taxation Code Section 23701d.

2. The class or category of real property has been granted an exemption, in whole or in part, from real property taxation.

3. The nonprofit or governmental property owner occupies a majority of building square footage within the subject property.

4. The property owner makes the request in writing to the City of Berkeley prior to the submission of the PBID assessment rolls to the Alameda County Assessor (to accommodate periodic changes in ownership or use, on or before July 1 of each year), accompanied by documentation of the tax-exempt status of the property owner and the class or category of real property.

5. The City of Berkeley may verify the documentation of tax-exempt status and classification of the property for assessment purposes prior to submitting the assessments to the County Assessor.

   If ALL of these conditions are met, the amount of the PBID assessment to be levied will be for three-quarters (75%) of the environmental enhancement services.

**Treatment of Parking Structures:** Parking structures receive different levels of benefit from PBID improvements and services based upon their use and ownership. Parking structures will be subject to one of the following methodologies:

a. Parking structure square footage that is integrated within and/or dedicated to a building, has the same ownership as the building, and the building has uses in addition to parking where parking is just an ancillary use, does not receive benefit from the PBID services and therefore square footage of the parking structure will not be assessed.

b. Stand-alone parking structures that are not ancillary to a building, will receive the full benefit from PBID improvements and activities and will be assessed at standard assessment rates.

**Budget Adjustment**
Any annual budget surplus or deficit will be rolled into the following year’s PBID budget. The budget will be set accordingly, within the constraints of the management plan, to adjust for surpluses or deficits that are carried forward.
Future Development
Based on new development in the PBID, the amount of assessable square footage in the PBID may change over time. These changes could modify the total square footage assessed for affected parcels. Therefore, in future years, the assessments levied against PBID parcels may change in accordance with the assessment methodology formula and rates in the Management District Plan and Engineer’s Report. Changes to the assessment formula would require the approval of an amendment to the Management Plan.
SECTION H: ASSESSMENT ROLL

The total special assessment amount for FY 2016-17 is $1,513,330 apportioned to each individual assessed parcel, as contained in the following pages.