

SOUTHSIDE PLAN

**Adopted by the Berkeley City Council
September 27, 2011**

City of Berkeley

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INTRODUCTION AND PLAN GOALS

I. 2011 INTRODUCTION

The Southside Plan is a planning document that has been developed over a thirteen - year period, and reflects the time and insight of many Berkeley residents. It was developed through meetings with stakeholder groups, public workshops, and working group proposals. The Draft Plan was completed in July 2003; work since then has been focused on developing the Plan's Environmental Impact Report. The Draft EIR was delayed while issues regarding traffic and circulation were discussed, and was released for public review in March 2008.

During the time that passed between the initial discussions and today, changes have occurred that have affected the Southside. Zoning ordinances were amended, businesses moved in and out of Telegraph Avenue and new programs were implemented. In light of these changes, the text of the Southside Plan appeared outdated. In 2009, in order to address this issue, staff reviewed the text and policies of the Southside Plan. This review determined that while many of the statistics and background information were no longer accurate, the underlying trends described by this information, and which were the basis of the policies and actions that were developed, remained valid.

Staff determined that as long as the policies and actions of the Plan are consistent with other City policies, the Plan could be adopted. The text remains essentially the same as the 2003 version, but outdated references have been removed and more current information, called out as 2009 updates, has been added where relevant. A handful of updates have a "2011" date, as they give information about more recent events, such as Southside boundary adjustments, Bus Rapid Transit decisions, and Panoramic Hill zoning changes. Most chapters begin with a new introduction that explains major changes to it. The purpose of the changes is to correct and update the text and prevent inconsistencies between the Southside Plan and other City and State policies and regulations, while keeping the direction developed by the community.

All of the rezoning and the zoning amendments definitely recommended in the Plan are intended to be adopted along with the Plan. The Southside Design Guidelines were adopted by the Planning Commission in April 2011.

II. PLAN PURPOSE & STUDY AREA BOUNDARIES

For the purposes of the Plan, the Southside is generally defined as the area bounded by Dwight Way on the south, Bancroft Way on the north, Prospect Street on the east, and Fulton Street on the west.



The study area also includes properties along Telegraph between Dwight Way and Parker Street. See Map IN-1 for specific boundary details.

The Southside Area Plan is intended to guide the development of the Southside area until at least the year 2020. It sets forth the City's key land use, housing, transportation, economic development, community character, and public safety policies for managing change in the Southside.

As a part of the General Plan, the Southside Plan is a long-range statement of policies for the development and preservation of the area. It is a statement of community priorities and values to be used to guide public-decision making in future years. The Plan's goals, objectives, and policies serve as a guide to the day-to-day decisions. Decisions made by the Berkeley City Council and its advisory Boards and Commissions about the physical development of the Southside need to be consistent with the goals, objectives, and policies of this Plan. The City Council and the Planning Commission will use the Southside Plan in conjunction with the General Plan when evaluating land use changes and funding and budget decisions. It will be used by the Zoning Adjustments Board and City staff to help regulate development proposals and make decisions on projects. The policies of the Plan apply to all property, both public and private, within the Southside Plan area. Although the University of California and other State and County agencies are not legally obligated to comply with the Plan, mutual cooperation benefits all agencies with a stake in the Southside. The Southside Plan came in part from acknowledged common interests held by both the City and the University. The City will consult with the University regarding future changes to the Southside Plan and the University will consult with the City regarding the Long-Range Development Plan.

The Plan's Elements and policies taken together form a framework for incremental improvement based on the physical, economic, and social foundation which is in the Southside today. The Plan recognizes that there will be a continuing need to respond to pressure for change, and for continuing to balance the needs of various interests in the Southside.

2011 Update: *The boundaries of the Southside Plan area changed slightly to provide consistency within the Plan and with other City of Berkeley planning efforts:*

Western edge: *In 2008, it was determined that the Southside Plan Area shown below Fulton Street was also included in the Downtown Area Plan. This overlap was discussed at a Planning Commission meeting in December 2008. At that time it was determined that all of the parcels below Fulton which were originally included in the Southside Plan should remain in the Southside Plan, except for seven parcels: the six parcels on the north side of Dwight (2107 – 2161 Dwight), and the last parcel on the north side of Channing (2113 Channing Way).*

NE corner: *International House, located at 2299 Piedmont Avenue, is not constantly included in the various Southside Plan maps. Since I-House is identified as part of the UC campus in the 2020 LRDP, it will not be included in the Southside Plan. The two buildings to the east of I-House, the Davis and Sherman Co-ops (2833 Bancroft Steps*

and 2250 Prospect Street, respectively), are not considered part of the campus and will continue to be included in the Southside maps.

The following maps have been changed to reflect the boundary changes and other updates: Southside Subareas, Existing Zoning, Proposed Zoning, and Opportunity Sites. These maps have been redrawn with the correct boundaries and given a 2009 date. The other maps in the Southside Plan will not be revised; those wishing to confirm the correct boundaries of the Southside Plan should use the maps with a 2009 date.

III. PLAN ORGANIZATION

Each Element of the Plan includes a background section, which provides information on specific topics covered by the Element and a basis for the objectives, policies, and actions. In many cases additional reports and plans are referenced as part of the background section. Each element also includes objectives, policies, and actions.

Objectives identify the results that the City is trying to achieve or direction in which the City is trying to move. A **policy** is a specific statement of principle that provides direction on a particular issue and ensures that actions are consistent with the direction or end result described in the objectives. **Actions** are strategies, programs, or specific actions to be carried out that will help the City achieve its objectives.

IV. PLAN GOALS

The Southside Plan, as part of the City of Berkeley General Plan, seeks to accomplish the goals of the General Plan by providing a more detailed policy framework for the area. The Southside Plan's major goals are as follows:

Housing: Create additional housing at appropriate locations to help meet the housing demand for students and people employed nearby, thus taking advantage of proximity to the University and Downtown to reduce automobile dependence and to increase travel to work or school by non-automobile transportation. Encourage the provision of affordable housing.

Land Use: Provide for a high-density residential and commercial mixed-use edge to the University of California campus and the "spine" along Telegraph Avenue. The high-density edge and spine are the focus for infill development. Development becomes progressively less dense and more residential in use the greater the distance from Bancroft and Telegraph, providing a buffer and transition to the lower density residential areas to the east and south of the Southside Area.

Transportation: Increase the quality, amenity, and use of all non-automotive modes (public transit, bicycles, and pedestrian), and reduce the number of trips made in single-occupant automobiles.

Economic Development: Enhance the commercial district so that it better meets the needs of the wide variety of users who frequent the neighborhood. Improve access, marketing, and safety.

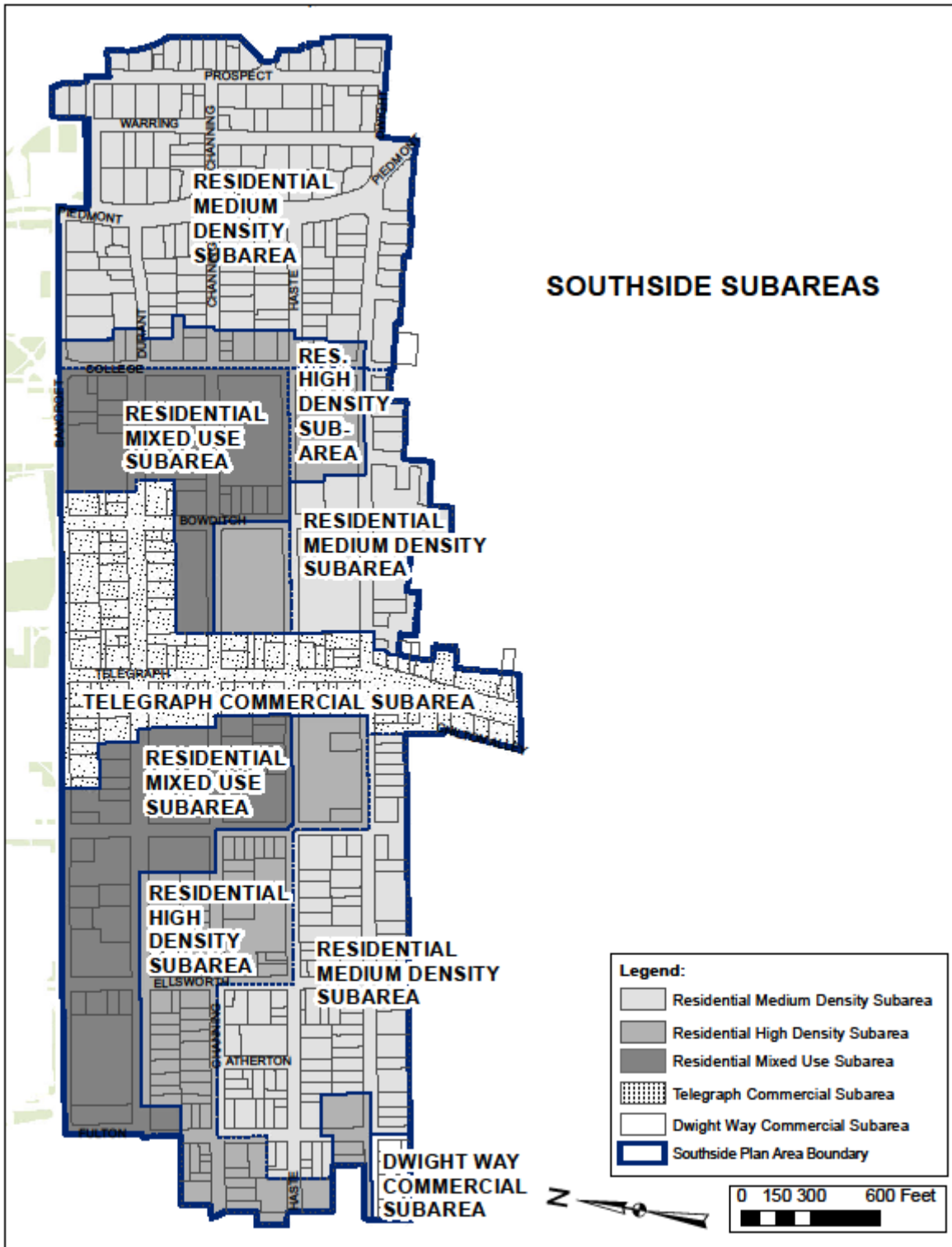
Community Character: Recognize, preserve, and enhance the unique physical character of the Southside.

Public Safety: Improve public safety, address social needs, and act to minimize loss of life and property in the event of a natural disaster.

V. IMPLEMENTING THE PLAN

The City Council, City Boards and Commissions, City staff, and others including Berkeley residents and business owners will implement the Southside Plan. Plan policies will be carried out through City programs and the adoption and revision of ordinances, through annual budgeting and capital improvement programming, through actions by other public agencies, through the participation of citizens and neighborhood community groups, and through decisions on development proposals.

The Plan is intended to be kept current by changing it to keep pace with changing local conditions and community priorities. To ensure that the Southside Plan remains up-to-date and reflects current city policy, progress in implementation of the Southside Plan will be part of the annual report on the General Plan. The California Government Code requires each planning department to report annually to the City Council on “the status of the plan and progress in its implementation (Sec. 65400[b]). Pursuant to State law, the General Plan will be reviewed annually by the Planning Commission in the fall. The Planning Commission will recommend to the City Council any modifications that it considers necessary. The Planning Commission will also review the General Plan prior to adoption of the biennial (two-year) budget. Through the annual reports on the General Plan, staff will provide a status report on the City’s progress toward implementation and any recommended amendments to the Plan and to any of the area plans incorporated by reference. As part of this review, the Planning Commission will also be asked to make recommendations to the City Council on budget priorities for General Plan implementation.



Map IN-1: Southside Subareas, 2009

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SOUTHSIDE PLANNING PROCESS

I. THE ORIGINS OF THE SOUTHSIDE PLAN

In 1997, the City of Berkeley and the University signed a Memorandum of Understanding (MOU) recognizing “the desirability of maintaining a cooperative relationship and pursuing collaboratively long-range plans, studies and potential projects of mutual benefit and concern.” The MOU grew out of City and University negotiations over the University’s plans to expand the size of its indoor spectator sports facility, the Haas Pavilion, which is located on the central campus near Bancroft Way and Dana Street. A primary matter of mutual interest to the City and University was the preparation of a plan to guide growth and development of the area south of campus known as the Southside. The MOU states that “the City and the University will jointly participate in the preparation of a Southside Plan, an area plan for the near south campus area.... The Southside Plan will be an amendment to the City's General Plan. The Campus will acknowledge the plan as the guide for campus developments in the Southside area.” According to the MOU, the Southside Plan is to contain analysis and policies leading to “specified improvements in the Southside” in the areas of traffic, parking, pedestrian and bicycle travel, housing and seismic safety, design and historic preservation, land use, economic development, and public safety.

II. A COMMUNITY PLANNING PROCESS

The Southside neighborhood has been the subject of numerous planning initiatives over the years. In 1916, Berkeley became one of the first cities in California to adopt a zoning ordinance to regulate land uses. Specific planning initiatives in the Southside date back as early as the 1930s when the City and the University cooperated on a traffic study in the vicinity of Edwards Stadium, which the University was then developing on three residential blocks it had purchased. One of the results of the study was the widening of Bancroft Way west of Dana Street.

In the early 1950s, a study entitled "Students at Berkeley" was produced by the California Alumni Association. It documented inadequate student housing, recreational, and activity facilities, as well as the growing demand for parking spaces. Several of its recommendations--including the creation of the current Student Union complex on what had been the northernmost block of Telegraph Avenue--were carried out. Subsequent University plans in the 1950s proposed extensive property acquisition in the Southside, primarily for housing, parking, and recreation facilities. These plans led to an array of community objections, and negotiations were held between the City and the University over the extent, timetable, and location of land acquisitions, demolitions, and new developments. A primary result was keeping intact the traditional grid pattern of public streets, which some University studies had originally proposed be modified with new "superblocks" of development.

During the same era of the 1950s and 1960s, City policies in the Southside and surrounding neighborhoods were largely oriented to: modification of the streets to move cars more efficiently; development of parks, particularly Willard Park; code enforcement, and sometimes encouragement of the demolition of "obsolete" older buildings; and encouragement of apartment development in the neighborhood.

In the late 1960s and the 1970s, planning changes in the Southside and Berkeley were often driven by activism or citizen ballot initiatives, often in reaction to City or University policies. Some of the major changes that affected the neighborhood included: the establishment of People's Park; the creation of a system of traffic barriers that diverted traffic, particularly commuters in cars, from residential neighborhoods adjacent to the Southside; and the Neighborhood Preservation Ordinance and Landmarks Preservation Ordinance that led to downzoning, more protections for older buildings, and a steep decline in both demolitions and new construction in neighborhoods.

In the 1980s, the University and the City initiated a series of joint programs and efforts targeting specific problems and issues in the Southside such as crime, a growing homeless/street population, and housing and transportation issues. Some of the planning milestones and efforts since then include:

Southside Community Project/Coalition, staffed and funded by the University:	1986-1990
Southside Area Enhancement Committee:	1990
Mayor Hancock's Task Force on Telegraph Avenue:	1992-1993
First Telegraph Area Association (TAA) general meeting:	November 1993
TAA/City/UC Community Workshops on Area Planning Issues:	1994
Urban Revisions Project at the Berkeley Art Museum:	1995
City-UC Memorandum of Understanding adopted:	March 1997
First meeting of the City Council's Telegraph Avenue Subcommittee:	May 1997
First Southside Plan Community Workshops:	April & May, 1998
Telegraph Property and Business Improvement District (BID) Established:	1998
Telegraph BID begins operation:	1999
Release of joint staff Draft of the Southside Plan to the public:	January 2000

Planning Commission-sponsored "Working Groups" work on revisions to the staff draft:	February-June 2000
Planning Commission discusses Working Group revisions:	April-Nov. 2000
Release of Southside/Downtown Transportation Demand Management Study:	March 2001
Southside Subcommittee revisions to Draft Plan:	April - July 2001
Release of Subcommittee draft for review:	December 2001

2009 Update

<i>Final revisions to draft Plan:</i>	<i>July 2003</i>
<i>Work on DEIR begins:</i>	<i>July 2004</i>
<i>DEIR released for review</i>	<i>March 2008</i>
<i>Release of updated draft plan:</i>	<i>April 2009</i>

City and UC Staff Prepare First Draft

Preliminary work on the Southside Plan began in October 1997 when City and University staff began compiling background data and recording existing conditions in the neighborhood and completing work on phase two of the *South of Campus Circulation Study*. In the spring of 1998, two “kickoff” community workshops were held, hosted by the three-person Planning Commission Southside Plan Subcommittee. At these workshops members of the community, including students, merchants, street artists, University personnel, residents, and surrounding neighbors, identified major issues and concerns, suggested proposals for change, and provided input on the planning process.

Between August 1998 and March 1999, City and University staff held more than 35 meetings with stakeholder groups to identify the key concerns and ideas of different members of the community. More than 400 community stakeholders provided input, including students, area merchants and street artists, residents of the Southside and its surrounding area, church groups, and University staff and faculty who work in the area.

Following these initial workshops and concurrent with the stakeholder interviews, City and University staff drafted “issue papers” related to land use, transportation, economic development, historic preservation, and pedestrian quality of life. The issue papers presented background information on the different topics, and posed possible strategies and policy direction. During fall 1998, five public workshops were held at which staff made presentations and heard comments from community members about issues in the

areas of land use and housing, parking and transportation, urban design and historic preservation, and economic development. The issue papers previously prepared by staff were used as a starting point for the discussions. The *South of Campus Circulation Study, Phase 2* was released and discussed at the transportation and parking workshop. At the fifth workshop, staff presented general planning principles and policies; participants were asked to decide which policies they agreed and disagreed with, and which policies required further development. While the responses of participants were not considered a vote, the results of the workshop helped indicate where general community consensus existed on an issue, and where more discussion and analysis was necessary.

The results of these community workshops and stakeholder meetings informed a draft “Planning Framework” that was released in May 1999. The Framework presented a general policy direction for each element of the Plan. The Framework was discussed and refined at two public workshops in May 1999. Three smaller, more informal work sessions were also held to discuss the more complex unresolved policy issues presented in the Framework. Through the fall of 1999 and into the winter of 2000, staff prepared a first draft of the Southside Plan.

Working Groups Develop Proposals

In January 2000, the Planning Commission met to discuss the draft prepared by City and UC staff. The Commission decided to establish working groups composed of interested citizens to discuss the first draft in detail and to develop and recommend proposed revisions. Working groups on Land Use and Housing and on Transportation were established. Subsequently, working groups were also established to discuss and recommend revisions to the Public Safety and Economic Development elements.

The working groups included representatives of all the major stakeholder groups, including students, neighborhood groups, merchants, street artists, property owners, preservationists, bicycle advocates, developers, and environmentalists. Members of the Planning Commission's Southside Plan Subcommittee chaired working group meetings. There were also many informal meetings involving representatives of different stakeholder groups. Ideas and proposals that emerged from these meetings were presented at working group meetings.

The Working Group on Land Use and Housing proposed, and the Planning Commission agreed, that new zoning regulations should be developed concurrently with the Southside Plan. That working group proceeded to develop proposed zoning revisions along with changes to the Land Use and Housing Element.

During the spring of 2000, working groups presented their proposals to the Planning Commission for discussion. Central to the Land Use and Housing Working Group proposal was an attempt to balance the concerns of different stakeholder groups. Throughout the Southside Plan process students had called for more housing in the area for students and others, while neighbors had expressed concerns about impacts

resulting from additional development, in particular increased automobile traffic, and preservationists had expressed concern about impacts on historic resources.

That working group's proposals, embodied in the current draft, called for allowing increased density and encouraging housing along transit corridors close to the UC campus, while allowing less intense development of housing only (no offices) in areas close to the established residential neighborhoods immediately adjacent to the plan area. The proposal identified the type of sites that should be targeted for development, while calling for preservation of historic resources. Students and members of the Berkeley Architectural Heritage Association jointly presented the consensus proposals at Planning Commission meetings in March and April of 2000.

The Transportation Working Group, while agreeing on many policies, was not able to reach agreement on what changes should be made to traffic circulation on Bancroft and Durant. The discussion focused on whether those streets (and other east-west streets) should remain one-way or should be converted to two-way streets as recommended by the consultants who prepared both the first and second phases of the South of Campus Circulation Study.

The Draft is Further Revised

In April 2000, the Planning Commission directed staff to revise the plan elements and develop zoning for the area based on the Land Use and Housing Working Group's proposed revisions. Staff was also asked to prepare an analysis of the working group proposals. Revised elements and zoning language were subsequently discussed by the Planning Commission at a series of meetings during the latter half of 2000.

Between April and July of 2001, the Planning Commission's Southside Plan Subcommittee held eight well-attended meetings to discuss and refine the working group draft elements and zoning language. Amendments were suggested and voted on. The current draft of the Plan includes the changes to the working group drafts recommended by the Subcommittee. Three meetings were also held to discuss the Design Guidelines and the Community Character Element and the Subcommittee voted on a series of proposed changes that emerged from those meetings. The Subcommittee agreed on a number of transportation issues, but was also unable to make any decision about Bancroft and Durant. In May 2002, the Planning Commission passed a motion to add proposed changes to the Transportation Element of the Draft Plan. Through December 2002, City staff continued to provide additional text to be incorporated into the Draft Plan per Planning Commission direction received earlier in the year. A proposed schedule for EIR preparation was also created. Amendments and revisions to the Draft Plan continued through July 2003.

***2009 Update:** Environmental Analysis - In July 2004, the City initiated the preparation of an EIR based on the July 2003 Draft Southside Plan. In November 2004, a Notice of Preparation was issued and a scoping meeting was held to receive public comment on the Initial Study prepared for the project. In May 2005, City staff estimated the level of*

development that could reasonably be expected to occur in the Southside area through the 2020 plan horizon.

One of the primary issues in the EIR preparation involved the transportation analysis. The Draft Southside Plan contained several transportation changes to be considered for the Southside. This reflects a major, and continuing, concern within the Southside regarding traffic and circulation. Over the course of 2005 and 2006, City staff and Fehr & Peers (the traffic consultants for the EIR) identified and evaluated six possible traffic transportation alternatives. These alternatives were selected to characterize several significant potential changes to circulation affecting the roadway network in the Southside area. A description of these six alternatives is in Appendix B of this Plan.

Technically, preparation of an EIR requires that the project to be analyzed be identified in the "Project Description". Due to the variable policy statements contained in the Southside Plan describing a variety of circulation options to be explored as part of the Plan, it was necessary to identify a preferred alternative to be included as part of the EIR. This alternative would be the basis for analysis and would allow comparison with the other circulation options discussed in the Plan. The six transportation alternatives identified by the EIR consultant were all evaluated for impacts on traffic, and mitigation measures were developed for each one. In April 2007, the Planning Commission's Southside Plan Subcommittee selected one of these, Alternative 2, as the preferred Transportation Alternative, to be included in the Project Description and analyzed in the Alternatives section of the EIR. This alternative calls for changing the Southside street circulation pattern so that both Bancroft Way and Durant Avenue would be made into two-way streets. The selection of Alternative 2 is not meant to indicate a preference for one circulation pattern over another; all of the circulation options have been kept in the Southside Plan. The City of Berkeley Planning and Development Department staff report detailing the selection of the preferred alternative for evaluation in the EIR is contained in Appendix D of the DEIR.

In October 2006, the Transportation Commission recommended that City staff consult with AC Transit on the interplay between AC Transit's Bus Rapid Transit (BRT) project, the corridor of which passes through the Southside Area, and the Southside Plan. The Transportation Commission also recommended that the Planning Commission and City staff withhold decision-making and recommendations on the Southside Plan circulation alternatives until the release of the AC Transit BRT EIS/R. The City determined that the review of each project should be informed by the other, and that the City's analysis could benefit by making use of the AC Transit information. Thereafter, the progress toward completion of the Draft Southside Plan EIR was delayed with respect to circumstances associated with the AC Transit BRT study and Draft EIS/R. The time that elapsed between the expected and actual release of the AC Transit BRT Draft EIS/R exceeded City estimates.

In October 2007, the City Council clarified that matters pertaining to the BRT Locally Preferred Alternative (LPA) selection would be considered separately from the Southside Plan EIR. The Draft EIR for the Southside Plan was released for public comment in March 2008.

III. PLAN ADOPTION AND USE

The MOU signed by the City and the University in 1997 provides direction about how the Southside Plan will be used by the City and the University as a planning document. The MOU states, “The Southside Plan will be an amendment to the City’s General Plan. The Campus will acknowledge the Plan as the guide for campus developments in the Southside area.”

The Plan will help direct changes when a Southside property owner is interested in making changes to his or her private property or the City is interested in making changes to public property. The Southside Plan will be used by the University to guide its planning and development efforts in the Southside. In addition, the University used the Draft Southside Plan to inform the New Century Plan. The New Century Plan established a strategic vision to guide changes to the University’s facilities (see the Related Planning Studies chapter for more information). While the University is exempt as a State agency from local planning regulations, it does comply with the California Environmental Quality Act (CEQA).

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RELATED PLANNING STUDIES



There are many City and University planning and transportation studies either recently completed or currently underway that have bearing on the Southside planning effort. These plans and their relationship to the Southside Plan are summarized below.

I. CITY OF BERKELEY PLANNING STUDIES

A. City of Berkeley General Plan

The City of Berkeley updated its General Plan in 2001 and 2002. The General Plan is the foundation upon which land use and capital improvement decisions for the City of Berkeley are based. This General Plan contains city-wide policy recommendations in the areas of land use, transportation, housing, open space, conservation, noise, public safety, economic development and employment, urban design and preservation, and citizen participation. The City's more detailed planning documents, called area plans, previously adopted by the City Council, were readopted as part of the new General Plan. Similarly, the Southside Plan must be adopted as an amendment to the General Plan. Since all General Plan and Area Plan policies must be internally consistent and are of equal importance, the Planning Commission will work to ensure that the policies of the two documents are consistent.

Area Plans and Strategic Plans

Waterfront Plan
West Berkeley Plan
South Berkeley Plan
South Shattuck Strategic Plan
University Avenue Strategic Plan
Downtown Plan
Bicycle Plan
Southside Plan

Elements of the General Plan

Land Use Element
Transportation Element
Housing Element
Open Space and Recreation Element
Environmental Management Element
Disaster Preparedness and Safety Element
Economic Development Element
Urban Design and Preservation Element
Citizen Participation Element

B. City of Berkeley Bicycle Plan

The City's Bicycle Plan, adopted in April 2000, established bicycle-related policies and identified a bicycle network for the City. The recommended bicycle network includes bicycle lanes, routes and paths. In addition, the Plan established two new bikeway

types: the class 2.5 bikeway and the bicycle boulevard. Seven bicycle boulevards form the backbone of the City's bikeway network. The City's bicycle network also includes planned and existing UC campus bikeways. During the development of the Bicycle Plan, cyclists mentioned many problems with bicycle circulation and parking in the Southside area. As a result, the Bicycle Plan makes recommendations for bikeway routing in the Southside area, which are discussed in more detail in the Transportation Element.

2009 Update: In 2005, the City adopted a Bicycle Plan update to the existing Plan adopted in 2000, and it currently has a Draft Pedestrian Plan available for public review.

II. UNIVERSITY PLANS AND STUDIES

A. The University's Long Range Development Plan, 1990-2005

The University's Long Range Development Plan 1990-2005 (LRDP), adopted by the Board of Regents in 1990, is the University's overall plan to guide growth and change on the central campus and University-owned property off the campus. The LRDP sets out specific facilities needs in terms of uses, square footage, potential locations, and changes in campus population. The LRDP describes the following vision for the Southside: "The Southside is, and should be, a place where students, faculty and community can develop an intellectual synergy supported by a mixture of bookstores, shops, coffee houses, and other commercial and recreational facilities in an environment that is attractive and safe, both day and night. It's a place where students living in nearby campus housing can find contrasts and relief from institutional living with an odd-hour meal, a study space without the constrained atmosphere of traditional study halls, or an opportunity to meet friends for casual conversation in a well-lit and safe neighborhood. And it is a place where pedestrians and bicyclists are given priority and feel safe on the streets, where through traffic is separated from local traffic, and where parking demand is controlled." This vision has informed the goals of the Southside Plan. The LRDP recommends that the following types of uses be located off the central campus and, to the extent possible, in the Southside:

- Academic support activities and offices;
- Administrative offices, such as Housing & Dining and Parking & Transportation;
- Cultural facilities, such as the UC Berkeley Art Museum/Pacific Film Archive;
- Organized research units, such as the Institute of Industrial Relations and the Survey Research Center;
- Parking for faculty, staff, students, and visitors;
- Student life facilities including residence halls, dining facilities, and recreational space; and
- Student services and support facilities such as the Anna Head Child Care Center and the Tang Center, University Health Services.

Many of these uses are already located in the Southside.

2009 Update: *In 2005, the University adopted the 2020 Long Range Development Plan (LRDP). In this document, the area identified as the Southside in the Southside Plan is mostly split between three land use zones. Most of the Southside (Durant to Dwight, and Fulton to Prospect), along with the Clark Kerr Campus, is in the 2020 LRDP's "Southside" zone. The "Adjacent Blocks South" is the LRDP's first block adjacent to the campus, from Bancroft to Durant between Ellsworth and Memorial Stadium. The "Adjacent Blocks West" includes one block of the Southside (Bancroft/Ellsworth/Durant/Fulton), along with the area west of campus between Oxford and Shattuck. The Southside Plan area's portion west of Fulton Street and its portions south of Dwight Way are not included in the 2020 LRDP's "Southside" zone. Because the Southside is split between these land use zones, the LRDP's land use designation for UC properties is not consistent throughout the Southside. The LRDP does mention that as a general rule, the University shall use the Southside Plan to guide the location and design of future projects located within the Southside as defined by the Southside Plan.*

The 2020 LRDP also defines a Housing Zone, which is to be the focus of new housing development. The Housing Zone is defined as the area within one mile of the center of campus (Doe Library), or within one block of a transit line providing trips to the Doe Library in under 20 minutes. The entire Southside is within the Housing Zone, as is Downtown Berkeley, and the University Avenue, Shattuck Avenue/Adeline Street, Telegraph Avenue, and College Avenue corridors.

B. The University's Seismic Action Plan for Facilities Enhancement and Renewal (SAFER)

In 1997 the University completed a seismic safety analysis of its buildings on and off the main campus. The analysis revealed that nearly 27% of campus space was poor or very poor in terms of life safety in the event of a major earthquake and resulted in the SAFER 10-Point Action Plan for the University to follow. The analysis also ranked the seismic condition of University buildings so the campus could prioritize its seismic repairs program. The University has begun repairs on those buildings with the poorest ratings. In order to undertake the remaining seismic upgrades in a coordinated and strategic way, the University will utilize the policy framework of the New Century Plan to evaluate and prioritize future projects.

The SAFER Plan included these ten action items:

1. Create a new position titled Vice Chancellor for Capital Projects.
2. Form an Executive Campus Planning Committee.
3. Establish campus precinct planning committees.
4. Determine the need for full or partial closure of facilities.
5. Create a master plan for facilities renewal.
6. Streamline capital project management.
7. Develop plans for obtaining temporary space.

8. Initiate a multiple source financing plan.
9. Ensure comprehensive emergency preparedness and provide training.
10. Develop a comprehensive campus and community communications plan.

Most of these SAFER actions have been completed or are underway.

C. The University's New Century Plan

As part of its SAFER 10-Point Action Plan, the University prepared a strategic master plan that defines a campus planning vision to guide changes to the University's facilities. The New Century Plan comprehensively addresses the seismic upgrading of campus buildings, the renewal and maintenance of facilities, housing and access strategies, and campus programmatic needs. It also suggests priorities for the allocation of resources and identifies alternative implementation strategies to realize its vision for the campus. The New Century Plan differs from the LRDP in that it develops a broad physical vision for the campus and a policy framework for investment decisions. The LRDP, on the other hand, defines the investment program for a specific timeframe, based on this policy framework. The Plan is published on the UC Berkeley Capital Projects web site, <http://www.cp.berkeley.edu/ncp/index.html>.

D. Underhill Area Projects

In 1993, the University had to immediately demolish the Underhill parking structure located along College Avenue between Channing Way and Haste Street when, during scheduled repair work, it was discovered to be structurally unsound and unsafe. Prior to demolition, the University stated its intent to rebuild the structure to its previous capacity including striped spaces and attendant parking, as well as to rebuild the sports fields located on the top deck of the garage.

The University restated its intent to rebuild the Underhill garage in the 1997 Memorandum of Understanding between the City and the University. The MOU states "the City acknowledges that, within the Plan process, study of and decisions about the Underhill parking replacement project will need to occur in advance of completing and adopting the entire Plan."

In 1997, the University undertook the Auxiliary Facilities Replacement Project, a plan to replace the parking garage and provide permanent buildings for the Housing, Dining, and Child Care Service's temporary facilities on the site. In early discussions about that plan, community members expressed opposition to the parking garage and argued that housing would be a better use for the site. The Long Range Development Plan had proposed 475-550 beds of housing for the block involved.

In 1999, after internal review of the initial project proposal, public input on the project, and public comment as part of the Southside Plan process, the University expanded the scope of its plan to include housing at sites proximate to the former parking structure, but continued to include an expanded three-level parking garage on the Underhill site

despite community opposition. The University changed the name of the proposals to the Underhill Area Projects. Several public meetings were held in the spring of 1999, and extensive exchanges with neighbors and students on a Master Plan for the Underhill Area included a scoping session for the Projects' Environmental Impact Report (EIR). The City, along with students, neighbors, environmentalists, and transit and bicycle advocates, continued to urge the University to consider alternatives to the proposed Underhill parking structure.

In November 2000 the UC Regents certified the Underhill Area Projects EIR.

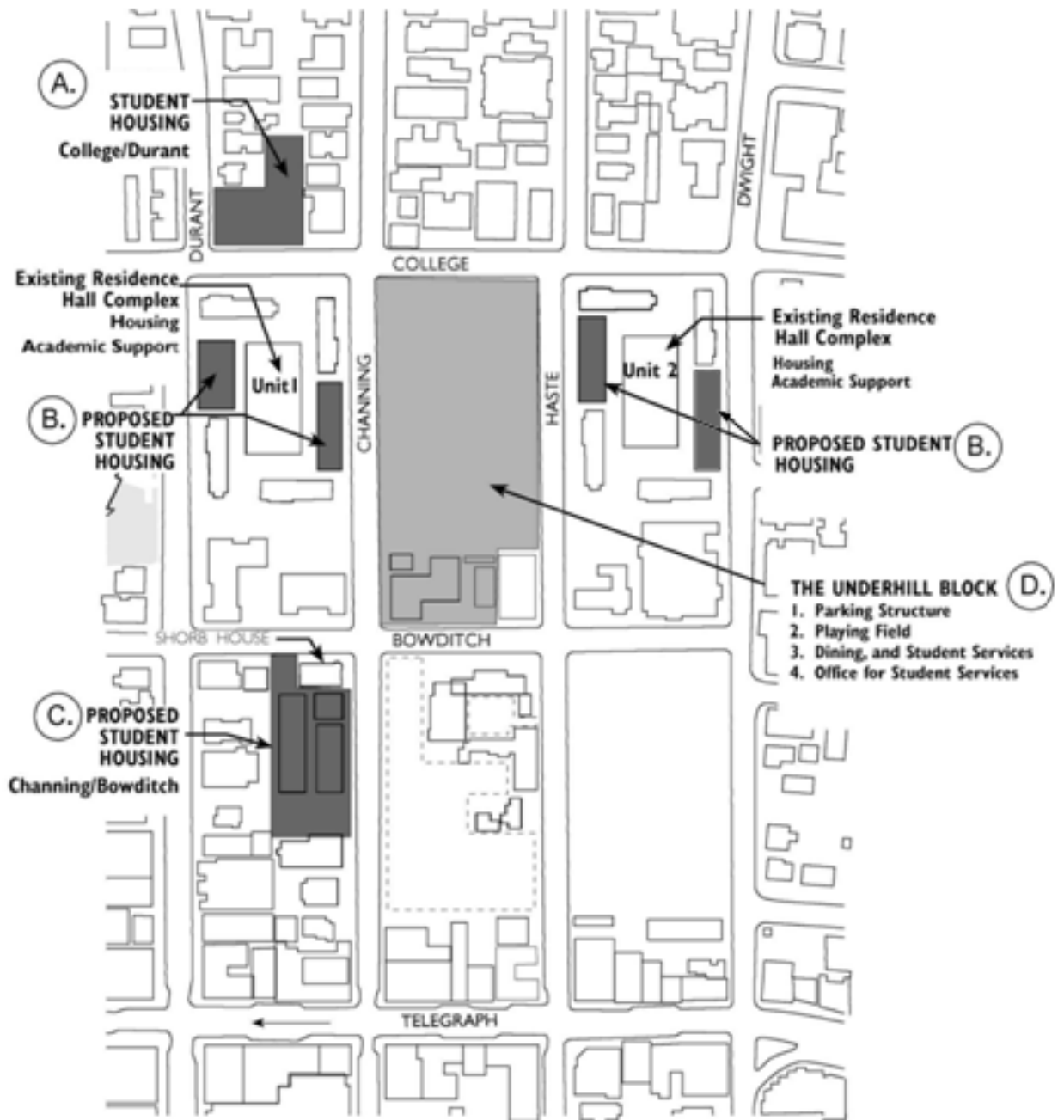
The Underhill Area Projects, as examined in the 2000 EIR and its later addendum, includes:

- Housing for approximately 120 students at the corner of College Avenue and Durant Avenue, replacing a UC surface parking lot.
- Housing for approximately 871 students at infill buildings along the street frontages of Residence Hall Units 1 and 2.
- Housing for approximately 228 students at Channing Way and Bowditch Street, replacing prefabricated office buildings used by Parking and Transportation services and a UC parking lot.
- Expanding the previous parking garage to include 1,000 marked spaces and additional attendant parking for special events. If the campus parking inventory is reduced at other lots in the Southside, the parking spaces would be replaced at Underhill by increasing its capacity with attendant parking.
- Replacing the previous sports fields atop the parking structure.
- A new dining commons serving Units 1 and 2, replacing the old dining pavilions for seismic safety reasons.
- An office building of approximately 51,000 gross square feet for the offices of Housing, Dining, and Child Care Services.

As of summer 2003, housing at College and Durant is built and occupied, the new central dining commons is operating, the office building is built and occupied, and the Fox Cottage has been relocated and refurbished. Construction of the housing at Channing Way and Bowditch, and of the infill housing buildings at Residence Hall Units 1 and 2, is underway.

2009 Update: *As of 2009, all of the Underhill projects have been completed.*

UC UNDERHILL PROJECTS



Map RP-1: Underhill Master Plan Sites

E. Campus Parking Studies

The University's Office of Physical and Environmental Planning prepared a Campus Parking Study in 1998 that describes the University's parking needs, policies and operations. A 1999 study, prepared for the University's Physical and Environmental Planning Office and Parking and Transportation Services Department, recommends an optimum number of parking spaces for the main campus area. Data from these studies informs the Draft Southside Plan Transportation Element and was made use of in preparing the Transportation Demand Management Study.

III. JOINT CITY AND UNIVERSITY PLANNING STUDIES

A. South of Campus Circulation Study, Phases 1 & 2

In 1996, the City and University undertook the first phase of a South of Campus Circulation Study, analyzing the existing traffic and circulation conditions in the Southside. The overall goal of the study was to identify ways to increase pedestrian and bicycle safety, reduce automobile speeds, and enhance transit service in the Southside.

The study examined returning all east-west streets from Bancroft Way to Dwight Way to two-way streets, returning only Bancroft Way and Durant Avenue to two-way, reversing the directions of Dwight Way and Haste Street, and closing Telegraph to auto traffic north of Haste Street. The consultants' preliminary recommendation was to convert Bancroft Way and Durant Avenue to two-way traffic with a ban on through automobile traffic on Bancroft Way at Telegraph.

After review and public discussion of the analysis, Phase 2 of the South of Campus Circulation Study was undertaken. It examined more closely two options favored by the community: turning all streets in the Southside to two-way, or returning only Durant and Bancroft to two-way. In either case, two-way bus and shuttle service would be placed on Bancroft. Other variations of these two options were also examined, including the creation of a bus-only lane or lanes on Bancroft and Durant. Phase 2 recommended that the City pursue the option of returning Bancroft and Durant to two-way traffic. This would allow Bancroft to be used for two-way transit buses and shuttles, and would not preclude trolley buses or light rail transit from using Bancroft in the future. This would also improve travel and safety conditions for pedestrians and bicyclists. The study did not recommend converting Haste Street and Dwight Way to two-way because such a change would reduce the east-west vehicular capacity in the Southside by 40%, which would slow traffic to the point that drivers might seek alternate routes through the adjacent neighborhoods.

B. Transportation Demand Management Study (TDM)

In the Spring of 2001, the City and the University jointly published the Southside/Downtown Transportation Demand Management Study. The concept of the TDM study evolved out of the 1997 Memorandum of Understanding (MOU) between the

City and University. In the MOU a “coordinated circulation and parking measures” study was outlined to be undertaken as part of the circulation planning portion of the Southside Plan. During the scoping period at the initiation of the planning effort, the City Council requested staff to address transportation and parking with a more comprehensive geographic and strategic scope. While this change caused delay in the commencement of a transportation study, it produced an agreement to do a TDM Study that addresses the Southside, the University, and the Downtown in its scope. The TDM Study commenced in fall 1999.

The Study found that 75% of commute trips to the Southside and Downtown are generated by employees living within five miles and that there is great potential to increase the share of trips made by transit, bicycle, and walking. The Study concluded that expected growth can be accommodated by mode shift from driving to use of alternative modes without adding new parking. It also concluded that some perceived parking shortages can be eliminated by better management of existing parking.

The transportation policies in this Draft of the Southside Plan and in the General Plan incorporate recommendations of the TDM Study.

Recommended TDM programs and activities include:

- Development of an EcoPass program to provide area employees with transit passes;
- Expansion of shuttle systems;
- Installation of bus shelters and improved provision of transit information;
- Working with AC Transit to improve frequency and reliability of transit service;
- Promotion of bicycling as everyday transportation;
- Additional bicycle parking;
- Better management of the existing parking supply;
- Possible reallocation of existing parking to better serve users;
- Refining the Residential Parking Permit program to reduce abuse;
- Eliminating minimum parking requirements for housing; and
- Incentives for employees, students, and visitors to live locally.

IV. AC TRANSIT’S MAJOR INVESTMENT STUDY AND BRT ENVIRONMENTAL REPORT

In 2002, AC Transit completed a Major Investment Study (MIS) for the Berkeley/Oakland/San Leandro corridor with the goal of evaluating alternative transportation improvements in the corridor. The Southside, the UC Berkeley campus, and Downtown Berkeley are at one end of the corridor. Representatives from the City of Berkeley and UC Berkeley sat on the technical advisory committee for this study.

There is a significant need to improve both the speed and reliability of bus service in the corridor. In addition, there are pockets of special needs in the corridor, with large concentrations of households with minimal or no access to automobiles. Economic

development is key to a number of other communities along the corridor. Improved access to businesses in the corridor would enhance their economic vitality. Bus riders would benefit from faster travel times and faster, more frequent and convenient service would attract new riders who would use the services in the corridor.

The study identified and presented a set of alternatives for the corridor. The three alternatives presented were:

- Light rail;
- Bus Rapid Transit (similar to light rail with its own right of way and stations); and
- Enhanced bus (low-cost improvements to the existing bus system).

With respect to Berkeley, both Telegraph and College Avenue were considered for the improved service. The Berkeley City Council expressed its support for Bus Rapid Transit (BRT).

In July 2001, after reviewing the MIS, an AC Transit steering committee recommended BRT with a Telegraph Avenue route alignment. The important features of BRT that are designed to improve service include:

- Dedicated bus lanes where buses would not have to compete with other traffic;
- Enable bus drivers to trigger traffic signals so that buses don't get stuck at red lights;
- Low floor, low-emission buses; and
- Stations with boarding platforms and pre-paid ticketing.

Some removal of parking spaces would be necessary to implement BRT and achieve improvements in service. It is anticipated that bus travel time between Berkeley and Oakland would decrease from 30 minutes to 20 minutes. It is hoped that buses would run as frequently as every four minutes.

2011 Update: *In 2003, a scoping effort to obtain public and agency input on the BRT project began. Five public comment meetings were held in the spring of 2003, and a formal public scoping meeting was held in February 2004. After that, over 70 community and stakeholder meetings were held. Out of these meetings, four Build Alternatives were developed.*

In 2007, AC Transit released a draft Environmental Impact Statement/Environmental Impact Report (DEIS/R) detailing the environmental impacts of the four proposals. In 2009 through 2010, the three cities worked with their respective communities to develop a Locally Preferred Alternative (LPA), which would include a specific route and features to be studied in the Final EIS/R. The City of Berkeley developed a draft LPA which was discussed at nine stakeholder meetings and numerous public meetings before the Transportation and Planning Commissions. In May 2010, the City Council selected two LPAs for study in the Final EIS/R: a Reduced Impact proposal presented by the Mayor and a Rapid Bus Plus proposal put forward by members of the community. Both options kept the bus route generally on the same route as the 1/1R bus route, which travels

north through the Southside along Telegraph Avenue and Bancroft Way, and south via Durant Avenue, Dana Street and Dwight Way to Telegraph.

Neither option included dedicated lanes on Berkeley streets, nor changes to circulation patterns in the Southside to accommodate the buses. As a result, no significant changes to transportation or circulation are expected in the City or the Southside area due to BRT, regardless of the Final EIS/R findings.

LAND USE AND HOUSING ELEMENT



2009 Update: *Generally, the land uses in the Southside have not changed significantly since 2003. Students still comprise the majority of the population, Telegraph Avenue is still the primary shopping area, and the churches, social institutions and University offices that were present throughout the Southside in 2003 continue to exist. The greatest change in the area was the completion of the Underhill Area Projects, which were already anticipated in the 2003 version of the Southside Plan. Changes to the Land Use Element largely consist of removing outdated information related to the Underhill Area Projects, adding references to the existing R-5 District and Hillside Overlay District, adding updates to rental statistics where possible and correcting various inconsistencies and mistakes.*

One major change was the removal of references to Southside-specific density bonuses in the Land Use Goals, Policies and Actions section (under Policy LU-A1). When the Southside Plan was first developed, density bonuses were written into the proposed zoning language for the R-S, R-SMU and C-T districts to allow additional height for projects that include affordable housing units. That language was specifically worded to match the State density bonus law in place at the time. With the overhaul of the State density bonus law in 2004, the proposed zoning language was no longer relevant and would be superseded by the new State law. In particular, height limitations for density bonus projects are not permitted; heights are to be based on what is necessary to accommodate the density bonus units. It is now recommended that, rather than amending the density bonus references to match the current density bonus law, references to density bonuses should simply be omitted. This will keep the Southside zoning districts consistent with the rest of the City's districts in terms of density bonus (the State law applies whether mentioned or not), and will also prevent the Plan from becoming outdated if and when the State law is changed in the future. It is also recommended that most of the maximum heights originally proposed for density bonus projects should be kept as maximum heights permitted for projects with an approved Use Permit, as these heights were considered acceptable in the 2003 version of the Southside Plan.

Information that was not updated includes population and housing statistics in Tables LU-1 and LU-3. The primary reason for this is the inconsistency between the Census 2000 figures and the 1990 figures (for example: the Census 2000 figures show a drop in the Southside population of over 20% and over double the number of homes built in the 1950s than existed in 1990). It is believed that this is a result of a miscount of the Southside in the 2000 Census; the City of Berkeley filed a complaint about this in 2003. Additionally, while there were demographic and housing changes in the Southside between 1990 and 2000, they were not significant. The 1990 numbers, while not correct for 2000, are still a good reflection of the population and housing stock within the Southside.

I. STRATEGIC STATEMENT

The Southside is one of the most dense, dynamic, and diverse areas in Berkeley. Geographically, it is a relatively small area, only about 28 city blocks or 2.5% of Berkeley's land area. However, it is home to more than 11,000 people including nearly 9,000 UC students, and comprises 10% of the City's population. The Southside receives tens of thousands of visitors each year and has thousands of pedestrians on its streets every day. In addition, it is home to the University of California, one of the largest employers in the City and locus of much of the City's cultural and intellectual life.

The Southside is a true mixed-use neighborhood offering residents and visitors housing, offices, retail shops, schools, churches, social institutions, parks and open space, recreational facilities, and parking. The neighborhood is located within walking distance of BART, and is served by six or seven bus lines and several shuttle services. The pedestrian scale of the neighborhood allows one to easily walk from a residence to a grocery store, a recreational facility, a museum, the UC Berkeley campus or Downtown Berkeley. The Existing Conditions section that follows provides background information about the existing land uses in the Southside. The subsequent land use and housing policies attempt to address the sometimes conflicting values and needs of different community stakeholders and to facilitate the development of a cohesive blueprint for the future of the Southside. The land use and housing objectives and policies are organized around the following goals:

- Encourage creation of additional affordable housing in the Southside for students and for year-round residents, including UC employees and other area employees, by the University, the private sector, student cooperatives, non-profits or a combination of these groups working in partnership;
- Encourage the construction of infill buildings, particularly new housing and mixed-use developments, on currently underutilized sites such as surface parking lots and vacant lots;
- Protect and conserve the unique physical, historic, and social character of the Southside;
- Protect and enhance historic and architecturally significant buildings, and ensure that new development complements the existing architectural character of the area through design review;
- Encourage reinvestment in deteriorating housing stock to improve the overall physical quality of the neighborhood;



- Enhance the pedestrian orientation of the Southside;
- Improve the Bancroft Way corridor as a physical connection and transition between the University and the Southside;
- Encourage a land use pattern in the Southside which provides for a high-density residential and commercial mixed-use edge to the University of California campus and a “spine” along Telegraph Avenue. The high density edge and spine are adjoined by areas which progressively become less dense and more residential in use and provide a buffer and transition to the lower density residential areas to the east and south of the Southside Area;
- Refine and reinforce the existing land use patterns in the Southside by acknowledging five distinct “subareas” of land uses in the area: two residential subareas, a mixed use subarea, and two commercial subareas. Create specific policies for each subarea;
- Limit office and institutional development to areas closest to the UC campus and to the Bancroft-Durant transit corridor. Give preference to housing over new office and institutional development throughout the Southside; and
- Encourage relocation of office and institutional uses from residential subareas to appropriate locations closer to campus and to transit corridors.



II. EXISTING CONDITIONS

The Southside contains a diverse mixture of land uses including: housing, offices, retail shops, religious, cultural and social institutions, schools, parking, and recreational uses. The physical form of the Southside has evolved over the years, particularly with University acquisition and demolition of buildings in the Southside during the 1950s and 1960s, but historic land use patterns are still discernible. Many buildings that are significant in the architectural and social history of the City are located in the Southside. The area has 31 landmark structures, among which are such notable buildings as the First Church of Christ, Scientist (Bernard Maybeck, Architect), the Berkeley City Club (Julia Morgan, Architect), and the Thorsen House (Greene and Greene, Architects).

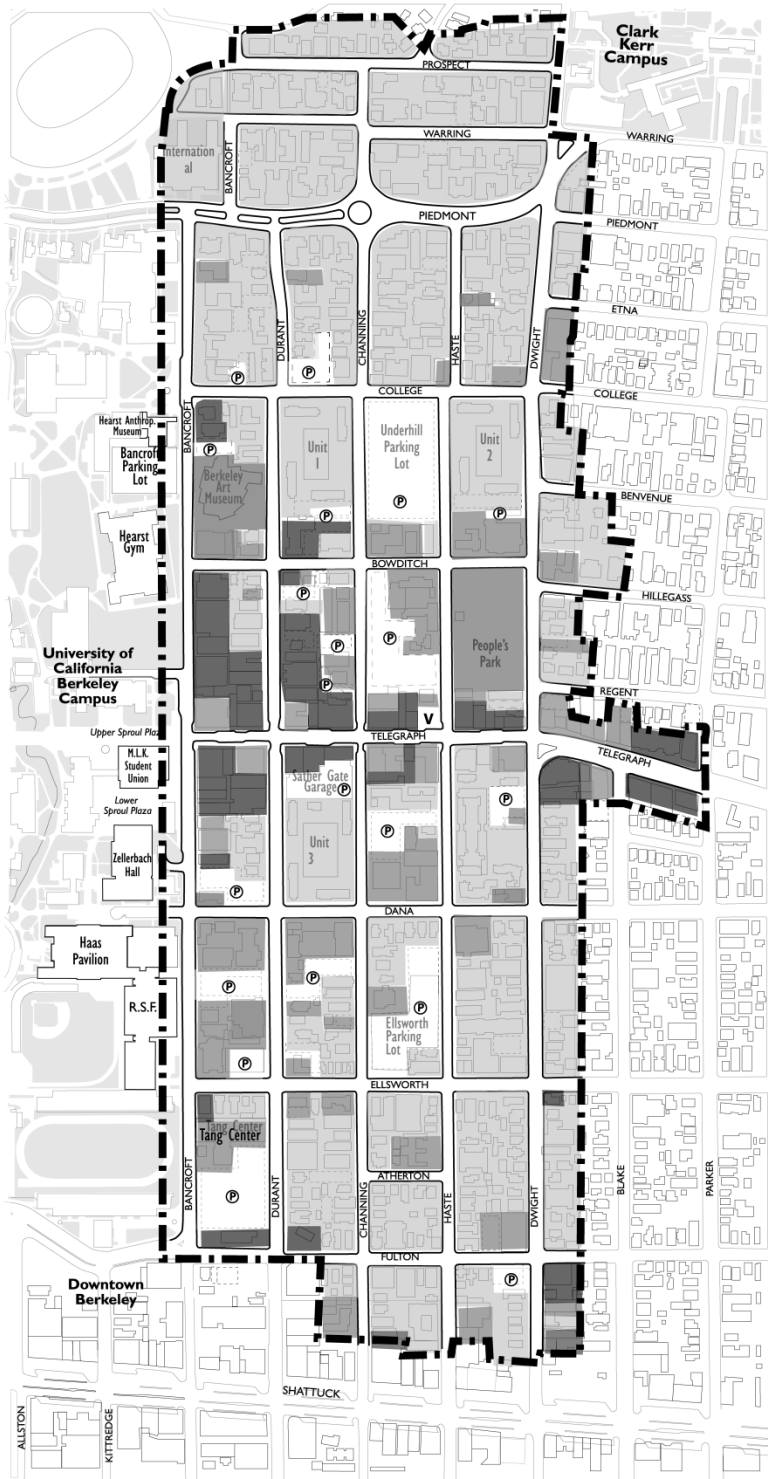
The origins of the neighborhood date to the 1860s when the College of California purchased land in then-rural Berkeley. During the last quarter of the 19th century the Southside area became a residential district, with homes, private student living groups, churches, and some commercial buildings along Telegraph Avenue. In the early part of the 20th century, the arrival of streetcar lines contributed to rapid development. The University grew in size and international reputation as well. During the 1950s the University began a program to acquire land south of Bancroft. Developments of student residence halls, parking, and other University-related uses altered the urban composition. Automobiles and bus lines took the place of streetcar lines. To solve traffic congestion, the City redirected many streets to one-way to move traffic faster.

Older buildings were removed and replaced with new ones. By the later 1960s some houses had been replaced by apartments for the student market, and other houses were converted to multiple rental units. By the 1970s the pace of physical change slowed, in part due to community involvement in, and activism around, planning and development issues. Over the past two decades development has been relatively small-scale infill. The reader is referred to the Community Character Element, Section II, History of the Neighborhood, for a more complete discussion.

2009 Update: The Southside now has over 40 designated landmarks or structures of merit.

A. Southside Land Use Patterns

- The commercial shopping area is concentrated along Telegraph Avenue, Durant Avenue, and Bancroft Way. Housing is located above approximately one-fifth of the retail shops. Also, there is a small area of commercial property on the south side of Dwight Way west of Fulton and east of C-SA zoned properties facing Shattuck.
- Residential uses are located throughout the Southside and vary in scale. The smaller-scaled residential uses are primarily concentrated west of Dana Street. There are many older apartment buildings in this area and many single-family homes that have been converted to apartments and rooming houses. There are also single-family and two-family houses. Many medium-scaled residential buildings are located east of College Avenue, where there is a concentration of fraternities, sororities, and student cooperatives and apartment buildings, and along Telegraph Avenue where apartments are located above retail shops. High-rise residential buildings are located adjacent to College Avenue (eight nine-story buildings) and east of Dana Street (four nine-story buildings), all of which are UC residence halls.
- Religious, social, and cultural institutions are located throughout the area, but most are concentrated in the area east of Ellsworth and west of College Avenue, between the distinctly residential areas and the commercial core.
- Most of the offices in the Southside, many of which are institutional offices, are located in the same general area as the religious and social institutions, east of Ellsworth Street and west of College Avenue.
- Parking is scattered throughout the area, both on-street and at off-street locations owned by the City, the University, and private parties. Parking garages are concentrated primarily in the commercial core or on the University campus outside the Southside study area, just north of Bancroft Way.



EXISTING LAND USES

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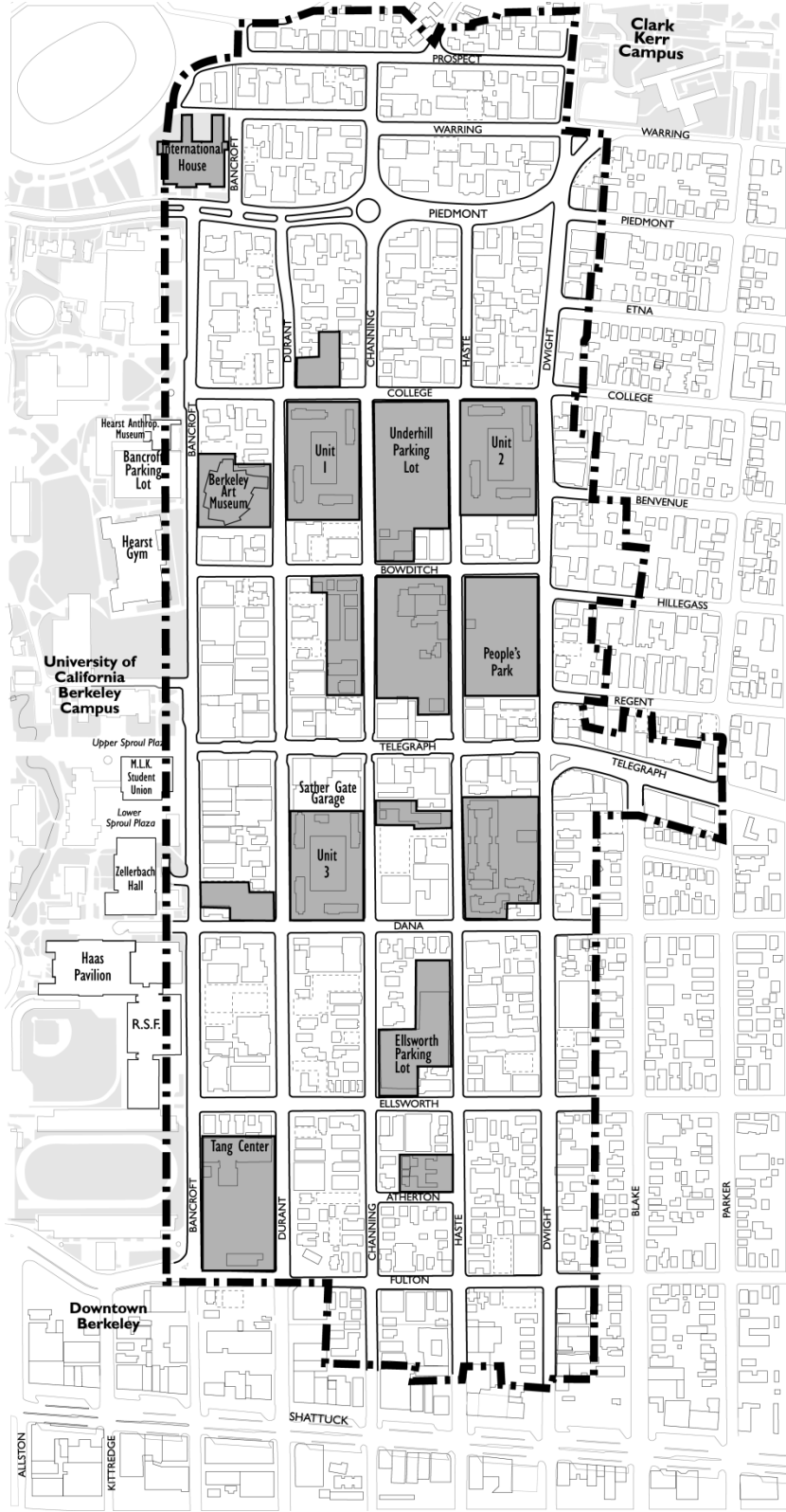
- Residential
- Religious/Institution
- Office Uses or Support Services
- Retail/Hotel
- Social/Cultural
- Mixed Use
- Open Space
- Other
- P UC or Public Parking
- V Vacant Lot
- Southside Study Area Boundary



Revised 2/2003
City of Berkeley Planning and Development Dept.

Map LU-1: Existing Land Uses, 2003

UNIVERSITY OWNED PROPERTY



Legend:

- UC Owned Property
- Southside Study Area Boundary



Revised 2/2003
 City of Berkeley Planning and Development Dept.

Map LU-2: Property owned by the University of California, 2003

B. University Ownership

The University of California owns approximately 30% of the land area in the Southside (excluding streets). All of the land owned by the University in the Southside is currently in use. The University's property contains a wide variety of land uses including residence halls, academic offices, student support facilities, parking lots, and recreational and cultural facilities.

The University as a State agency is exempt under State law from complying with local zoning regulations. The University does comply with the California Environmental Quality Act (CEQA) and does an internal design review of all new campus developments. In addition, the University typically brings new development proposals to City commissions, such as the Planning Commission, the Design Review Committee, and the Landmarks Preservation Commission, for input.

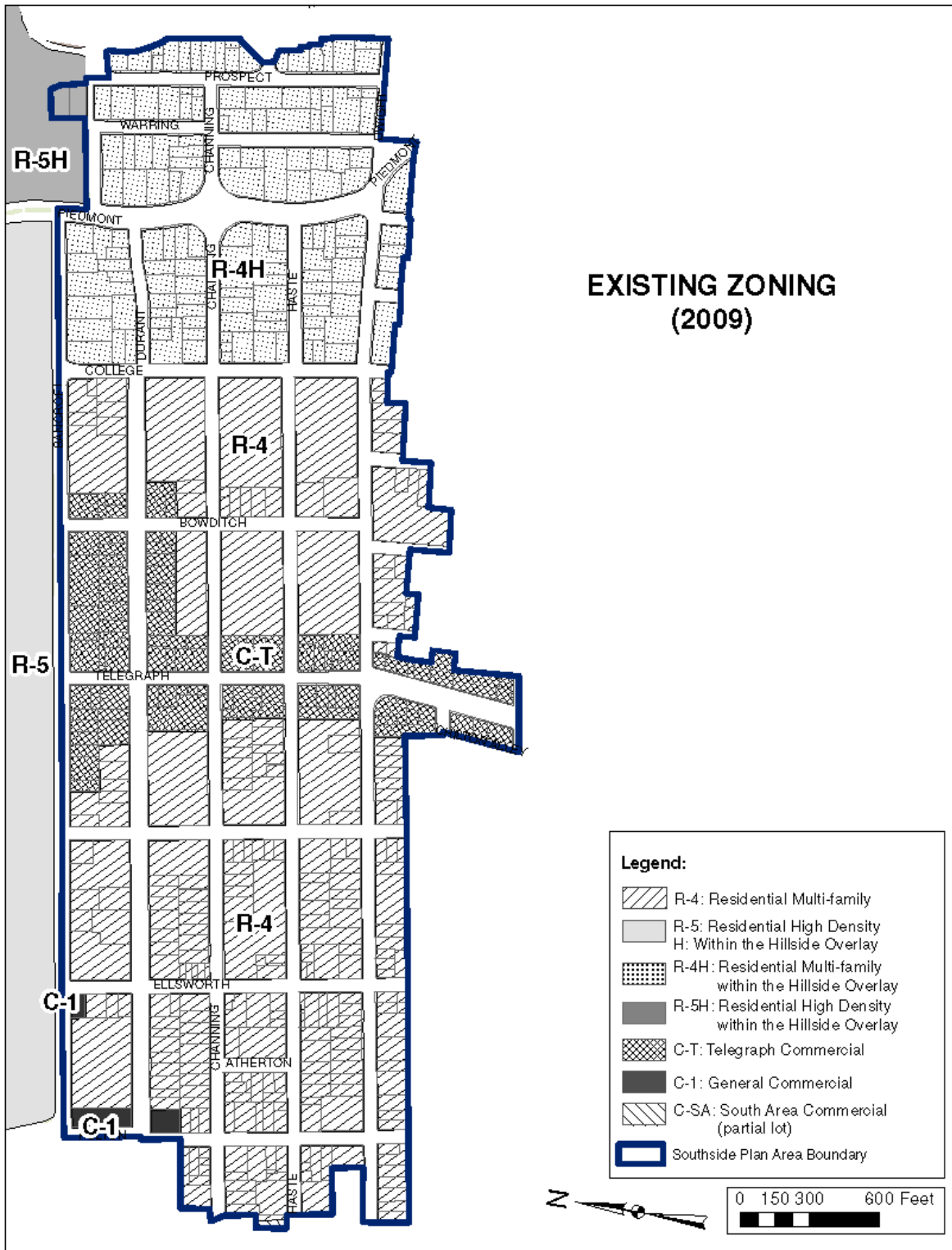
C. Area Zoning

The following paragraphs summarize the zoning status in the Southside as of the drafting of the Southside Plan. Virtually all of the Southside is zoned C-T (Telegraph Avenue Commercial), R-4 (Multi-Family Residential) or R-4H (Multi-Family Residential with Hillside Overlay). The types of uses that are allowed within these zoning designations and key development standards are described below.

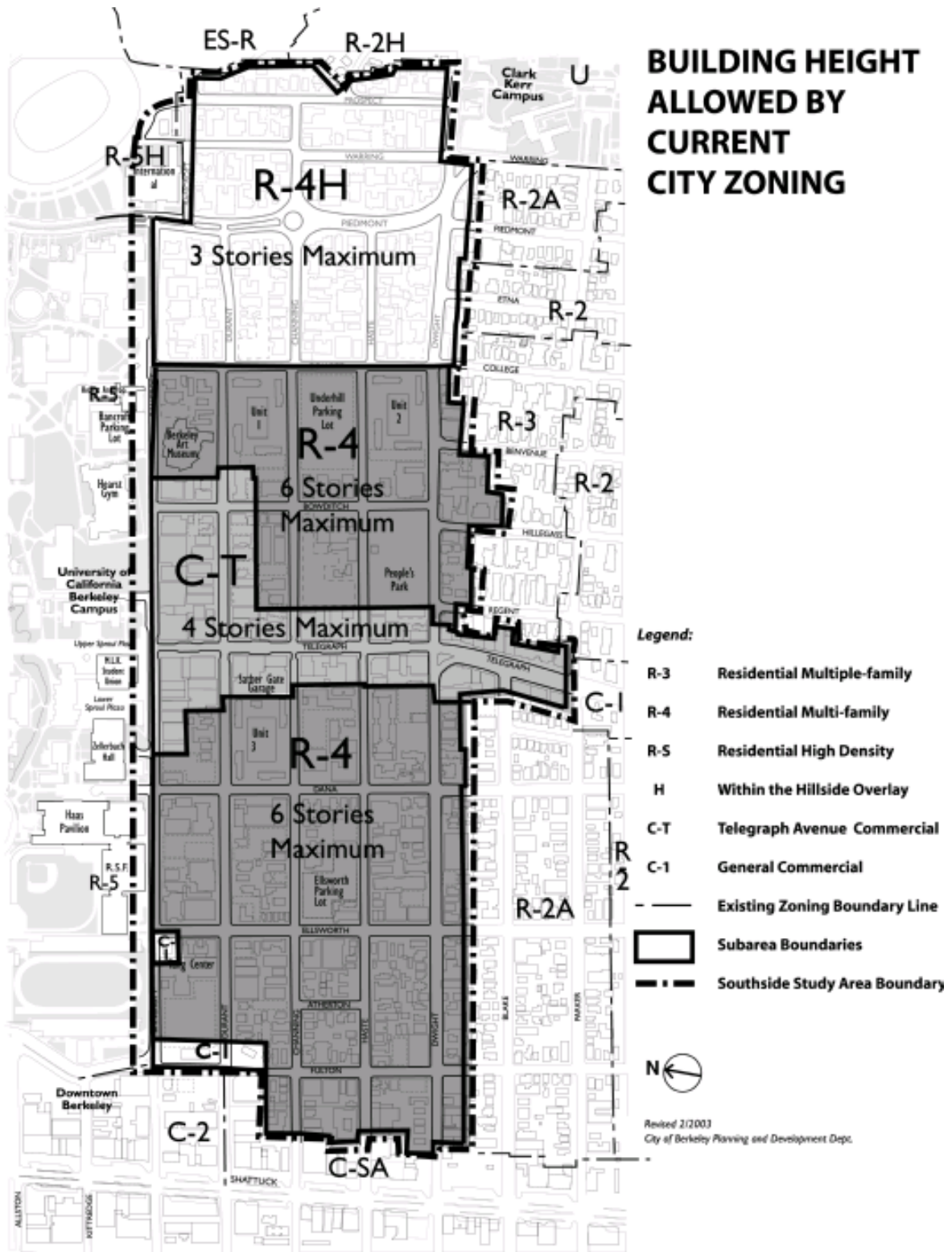
The C-T zoned commercial area allows ground floor retail uses and housing on the upper floors. This is the only zoning district in Berkeley where new developments are not required to provide parking (except for the blocks located south of Dwight Way) and it is the only commercial district in Berkeley where office uses are not allowed on the upper floors of buildings (unless they are second floor offices directly serving the ground floor establishment). Retail and housing are the intended land uses in this zoning district. The maximum height allowed for new or expanded buildings is four stories, with a required fourth floor setback if north of Dwight. This district's minimum two-story height requirement for new buildings is intended to encourage housing to be built above retail shops.

Over half of the Southside is zoned R-4, multi-family residential. This zoning district allows a variety of residential uses including single-family houses, apartments, senior housing, residence halls, rooming houses, fraternities, and sororities. It also allows offices, hotels, schools, churches, parks, parking lots, and parking structures. Buildings may, if a use permit allows it, be up to six stories and 65' in height. Parking for new residential buildings must be provided at the rate of one parking space for each 1,000 square feet of floor space (or for each apartment in 1-9 unit buildings) or for every five residents of a rooming house or fraternity and sorority.

There are a few sites in the Southside that are zoned C-1 (General Commercial), which allows buildings up to four stories. International House and two parcels just east of it are in the R-5 High Density Residential District, as is the main UC campus north of Bancroft. The R-5 district allows buildings up to six stories and 65 feet in height.



Map LU-3: Existing Zoning, 2009



Map LU-4: Building Height in stories allowed by City Zoning, 2003

The part of the R-4 District east of College Avenue is combined with the H Hillside Overlay District (as are International House and the two parcels just east of it). Here the maximum height is limited to three stories and 35 feet, unless an Administrative Use Permit is granted with a finding that a greater height would be consistent with the H District purposes. In addition, the building setbacks can be reduced with an Administrative Use Permit instead of a variance. Offices are prohibited in the R-4H District.

D. Residential Land Use

The majority of the land in the Southside, 57% (excluding streets), is used as residential housing, accommodating the more than 11,000 people who live in the neighborhood. Unlike most of the rest of Berkeley, the vast majority of residential buildings in the Southside are multi-family or group living buildings, which include apartments, residence halls, fraternities, sororities, and rooming houses. The residential areas of the Southside comprise a substantial portion of a ring of high-density housing located on the north, south, and west edges of the University campus.



The Southside contains 5,350 dwelling units (every two beds of campus housing and group living quarters is considered, for the purposes of this Plan, one housing unit). As Table LU-1 indicates, renters occupy 96% of the dwelling units in the Southside, a sharp contrast to the City as a whole, in which renters occupy only 54% of the housing units. In 1999, only 3.6% of the rental units in the Southside were vacant, according to the Berkeley Rent Board. Of the approximately 30,000 students attending UC Berkeley each year, nearly 9,000 live in the Southside study area. Another 12,750 students live elsewhere in Berkeley. As one recent survey indicates, there is a strong demand for more housing located close to the campus. According to the 1998 survey conducted by the Associated Students of the University of California (ASUC), 71% of students who commute to campus would prefer to live within walking distance of campus if additional and affordable housing (based on students surveyed, “affordable” was considered between \$340 and \$425 per month per person) were available. However, neither the University nor the for-profit or non-profit private housing sectors can construct housing in that price range without deep subsidies that are currently unavailable. (Presently, new student housing in the area is renting for \$700-900 per month per person. University sponsored housing is at the lower end of this range.)

The density of the residential buildings starts to decrease just outside the Southside study area. The adjacent neighborhoods to the south are zoned primarily R-3, R-2A, and R-2, and large apartment buildings and group living facilities are less common in these areas. The predominant building types in these adjacent neighborhoods are single-family houses and small apartment buildings, similar to the rest of Berkeley.

Table LU-1: Key Population and Housing Data

	Southside		Surrounding* Neighborhood		City of Berkeley	
	Total	% of Total	Total	% of Total	Total	% of Total
Number of Persons	11,242	100%	7,569	100%	102,724	100%
Total Persons in Group Quarters (Residence Halls, Fraternities, Sororities, Co-ops)	6,838	61%	1,179	16%	11,019	11%
Total Persons in Private-Sector Housing (Apartments, Houses, Duplexes)	4,404	39%	6,390	84%	91,705	89%
Number of Units of Private-Sector Housing	2,530	100%	3,678	100%	45,735	100%
Occupancy Status						
Occupied	2,437	96%	3,557	97%	43,453	95%
Vacant	93	4%	121	3%	2,282	5%
Tenure (of occupied units)						
Owner Occupied	105	4%	587	17%	18,998	44%
Renter Occupied	2,332	96%	2,970	83%	24,455	56%

Source: 1990 Census

E. Types of Housing in the Southside

There are three providers of housing in the Southside: the University, University-affiliated non-profits, and the private sector. Twelve high-rise residence halls are located in the Southside. The non-profit UC affiliates, which include the University Students' Cooperative Association referred to as the co-ops, and the fraternities and sororities, provide housing in group living accommodations and in apartments. The private sector provides a significant amount of rental housing in the Southside, primarily to the student population. The University relies on both the University-affiliated housing and the private sector to provide housing for a significant portion of the approximately 30,000 students who attend the University each year.



University Housing

In 1999, the University provided housing for approximately 3,500 students in the Southside, 53% of the total amount of student housing then provided by the University.

Three high-rise residence hall complexes (referred to as Units 1, 2, and 3) were built in the late 1950s and

early 1960s and provide the majority of the University-owned housing in the Southside. (The high-rise buildings at these complexes were retrofitted in the late 1980s and early 1990s at a cost of \$75 million.) Combined, the Units currently house more than 2,800 students. A four-story residence hall built in 1992, Beverly Cleary Residence Hall on Channing Way, provides housing for approximately 177 students. International House, which is affiliated with the University Regents but not operated by the UC Berkeley

Housing, Dining and Child Care division, houses 580 students and visiting scholars each year. The average monthly rent in a UC residence hall, excluding food, was \$535 per month in 1999. Additional student housing is provided just outside the Southside study area at the Clark Kerr Campus.

As part of the Underhill Area Projects, the University is significantly expanding its Southside housing supply (see Related Planning Studies, Section II.D). As of July 2003, additional infill housing at Units 1 and 2 that will house up to 871 students is under construction; housing is under construction near Channing and Bowditch that will house approximately 228 students; and an apartment building constructed at College and Durant, housing 120 students, was completed in 2002.

The University also provides family student housing and faculty housing located just outside the Southside study area. Seventy-four units of family student housing are located at Smyth Fernwald at the eastern end of Dwight Way and 26 faculty apartments at Clark Kerr Campus. Each of these developments is located near the southeast corner of the Southside study area.

Under the 2020 Long Range Development Plan for UC Berkeley, the campus expects to further increase its housing supply. Some potential housing projects would be within the Southside planning area, and would be informed by the objectives and policies established in the Southside Plan.

2009 Update: *With the completion of the Underhill Area projects, the University now provides housing for 4,402 students in the Southside, 70% of the total number of students living in UC housing. Future UC housing within the Southside is currently being considered for the Tang property and the Anna Head parking lot.*

According to the UC Berkeley Housing Department staff and website, the average rent for a double room is \$13,170 per year, or \$1,463 per month (a school year is considered to be the equivalent of a nine-month rental). Unlike the 2003 Southside figures, the cost of meals is included in this rent.

University Affiliated Housing

The University Students' Cooperative Association (USCA, referred to as the co-ops) provides housing for 624 students in the Southside in nine buildings. Much of the housing provided by the USCA in the Southside has been made possible by the sale or lease of University buildings and land to the USCA. The University and the USCA have pursued a collaborative relationship to increase the supply of student housing.

The co-ops offer group living facilities where resident students do the cooking and the upkeep and share the duties of the household. The co-ops also offer some apartments which are similar to private market apartments with 2-4 bedroom units and include a kitchen and living room and cost more per person than the cooperative group living accommodations. Co-op housing is more affordable than either residence halls or market rate housing, ranging from \$195 to \$410 per month per person (depending on

the type of unit, excluding food). The co-ops generally operate at full capacity with few vacancies and long waiting lists. The co-ops have no current plans to expand but they continue to look for opportunities to provide more student housing in and around the Southside.

Fraternities and sororities, which are clustered east of Bowditch Street, provide housing for 1,775 students. Non-profit corporations formed by the alumni of the fraternities and sororities own and operate these houses. Students must be a member of the fraternity or sorority to be eligible to live in the fraternities and sororities during the academic year, though some are available to non-members during the summer. The average monthly rent, excluding food, is \$268 per month per person. The fraternities and sororities had a 27% vacancy rate in 1998, suggesting approximately 480 beds went vacant that year. The Greek system has no current plans to expand its housing stock.

2009 Update: *The USCA is now known as the Berkeley Student Cooperative (BSC). There are now 10 co-op buildings in the Southside, housing approximately 690 students. Average co-op rent ranges from \$395 to \$677 per month (BSC staff, December 2008). According to the Director of the Office of Fraternity and Sorority Life, rent and vacancy rates for the fraternities and sororities are no longer collected. NOTE: Co-op rates are listed by semester, which is considered to be the equivalent of 4.5 months.*

Private Sector Housing

The housing stock in the Southside includes many building ages and types, including pre-WW II wood frame housing, pre-WW II apartment buildings, and post-war apartment buildings, often with two or three stories of housing over parking. Single-family residences, with some duplexes, were built in the late 19th and early 20th centuries in the Southside. These structures were generally wood frame construction, of one, two, or three stories. Some are still used as originally constructed, while many have been converted to multiple-unit buildings. Apartment buildings built during the first half of the 20th century were often built with little or no on-site parking as automobile ownership was not the norm for apartment residents. These buildings were often of wood-frame construction, with stucco exterior. Apartment buildings built in the postwar era responded to the increase in demand. New apartment buildings were designed with parking as cars replaced use of public transit. Many buildings of the period have a full or partial floor of parking on the ground floor, with two or three stories of dwelling units above. This was an efficient way to build at the time. However, it is now known that the lack of lateral bracing on the ground floor makes these buildings very prone to serious damage or collapse in case of a major earthquake.

There are approximately 2,530 privately-owned housing units in the Southside, the vast majority of which are rental apartments or rooming houses. Ninety-four percent of the private-sector residential buildings in the Southside are multi-family and 63% were built before 1950.

Rent for private sector housing varies greatly depending on housing type and the number of people per dwelling unit, as shown in Table LU-2. The issue of finding

available rental housing has become acute in the extremely tight housing market of the Bay Area. The 1999 vacancy rate in the Southside was 3.6% according to the Berkeley Rent Stabilization Board, a factor which makes finding rental housing particularly difficult for students who are often looking for housing during a concentrated period of time at the beginning of each semester. With the vacancy decontrol changes in the rent control laws which went into effect in January 1999, the price of rental housing has increased rapidly. Increased rents combined with low rental housing vacancy rates have caused an increasing number of students to look for housing in communities farther from campus, or to crowd into existing apartments and residence halls.

Table LU-2: Average Rents in Berkeley, 1993 - 1999

Year	Single Room	Studio	One Bedroom	Two Bedroom	Three Bedroom
1998-99 YTD	\$413	\$648	\$874	\$1,115	\$2,035
1997-98	\$385	\$584	\$763	\$1,056	\$1,837
1996-97	\$370	\$549	\$706	\$986	\$1,648
1995-96	\$356	\$508	\$663	\$887	\$1,490
1994-95	\$366	\$489	\$615	\$827	\$1,356
1993-94	\$345	\$464	\$607	\$803	\$1,307

Source: University of California, Berkeley, Community Housing Division

Despite the low vacancy rate and high rents, very few units of new housing have been built in the Southside in the last 20 years. The City has several regulations in place which encourage the retention of existing residential units and existing buildings. The Zoning Ordinance requires the replacement of units lost to demolition or the conversion of a building which contains dwelling units to another use. The Zoning Ordinance also requires that a Use Permit be secured before a non-residential main building can be demolished. The quality of the rental housing stock in the Southside is generally perceived to be poor. The advanced age of the housing stock may be one reason for this. As in the City of Berkeley as a whole, as Table LU-3 indicates, more than half of the housing structures (55%) in the Southside were built prior to 1939. Only 8% of the area's structures were built after 1970. Standard physical problems generally range from poor quality roofs, windows, and doors to problems with plumbing, security or lighting, and heat.

According to the 1990 Census, the Southside has the highest percentage of inadequate fuel, kitchen, and plumbing facilities. Considering the high percentage of substandard housing in the Southside, it is surprising that there is no significant difference between the percent of housing units cited for code violations in the Southside and Berkeley as a whole. There were a total of 132 reported housing code violations in the Southside from January 1995 to February 1999, pertaining to 1.23% of the housing stock. At the citywide level for the same time period, there were 3,747 code violations, affecting 1.14% of the housing stock.

In addition to the housing deficiencies discussed above, the Southside has numerous “soft-story” buildings, which have open or irregular structural designs that lack lateral strength. Examples are the residential multi-unit buildings designed with parking below, typical of mid 20th century development. These structures have a greater risk of being damaged or destroyed in an earthquake than buildings with adequate lateral bracing.

Table LU-3: Number of Private Housing Units in Structure and Year Structure Built

	Southside		Surrounding Neighborhood*		City of Berkeley	
	Total	% of Total	Total	% of Total	Total	% of Total
Units in Structure						
One unit, detached	68	3%	484	13%	19,246	42%
One unit, attached	22	1%	77	2%	1,319	3%
Two units	65	3%	293	8%	4,722	10%
Three or four units	112	4%	416	11%	4,940	11%
Five to nine units	376	15%	316	9%	4,902	11%
Ten to 19 units	617	24%	687	19%	4,672	10%
20 to 49 units	1,206	48%	1,064	29%	4,365	10%
Fifty or more units	47	2%	310	8%	961	2%
Mobile home, trailer, or other units	17	0%	31	1%	608	1%
TOTAL	2,530	100%	3,678	100%	45,735	100%
Year Structure Built						
1989 to March 1990	10	0%	-	0%	139	0%
1980 to 1988	34	1%	181	5%	962	2%
1970 to 1979	165	7%	268	7%	1,670	4%
1960 to 1969	506	20%	874	24%	5,751	13%
1950 to 1959	227	9%	448	12%	5,188	11%
1940 to 1949	202	8%	254	7%	6,124	13%
1939 or before	1,386	55%	1,653	45%	25,901	65%

Source: STF3, 1990 Census
 *Note: For purposes of this analysis, the surrounding neighborhood includes the area from Dwight Way to Derby Street from Fulton Street to Belrose Avenue/Claremont Blvd.

2009 Update: Average market rent (for new tenancies since January 1, 1999) citywide for a one-bedroom unit is \$1,194. Average market rent in the Southside, defined here as all of census tracts 4227 and 4228, for a one-bedroom unit is slightly less than the city average: \$1,187. (Information from the Berkeley Rent Stabilization Board, December 2008.)

According to the 2000 Census, the number of private housing units citywide has increased slightly as compared to the 1990 figures, but has gone down slightly in the Southside (see Table LU-3-2009 for updated information from Table LU-3).

Units in Structure	Southside			City of Berkeley		
	1990 Census	2000 Census	Difference	1990 Census	2000 Census	Difference
One unit, detached	68	55	-13	19,246	20,097	851
One unit, attached	22	34	12	1,319	1,757	438
Two units	65	65	0	4,722	3,920	-802
Three or four units	112	92	-20	4,940	5,378	438
Five to nine units	376	342	-34	4,902	4,934	32
Ten to 19 units	617	598	-19	4,672	4,614	-58
20 to 49 units	1,206	1,040	166	4,365	4,372	7
Fifty or more units	47	159	112	961	1,744	783
Mobile home, trailer or other units	17	0	-17	608	59	-549
TOTAL	2,530	2,385	-145	45,735	46,875	1,140

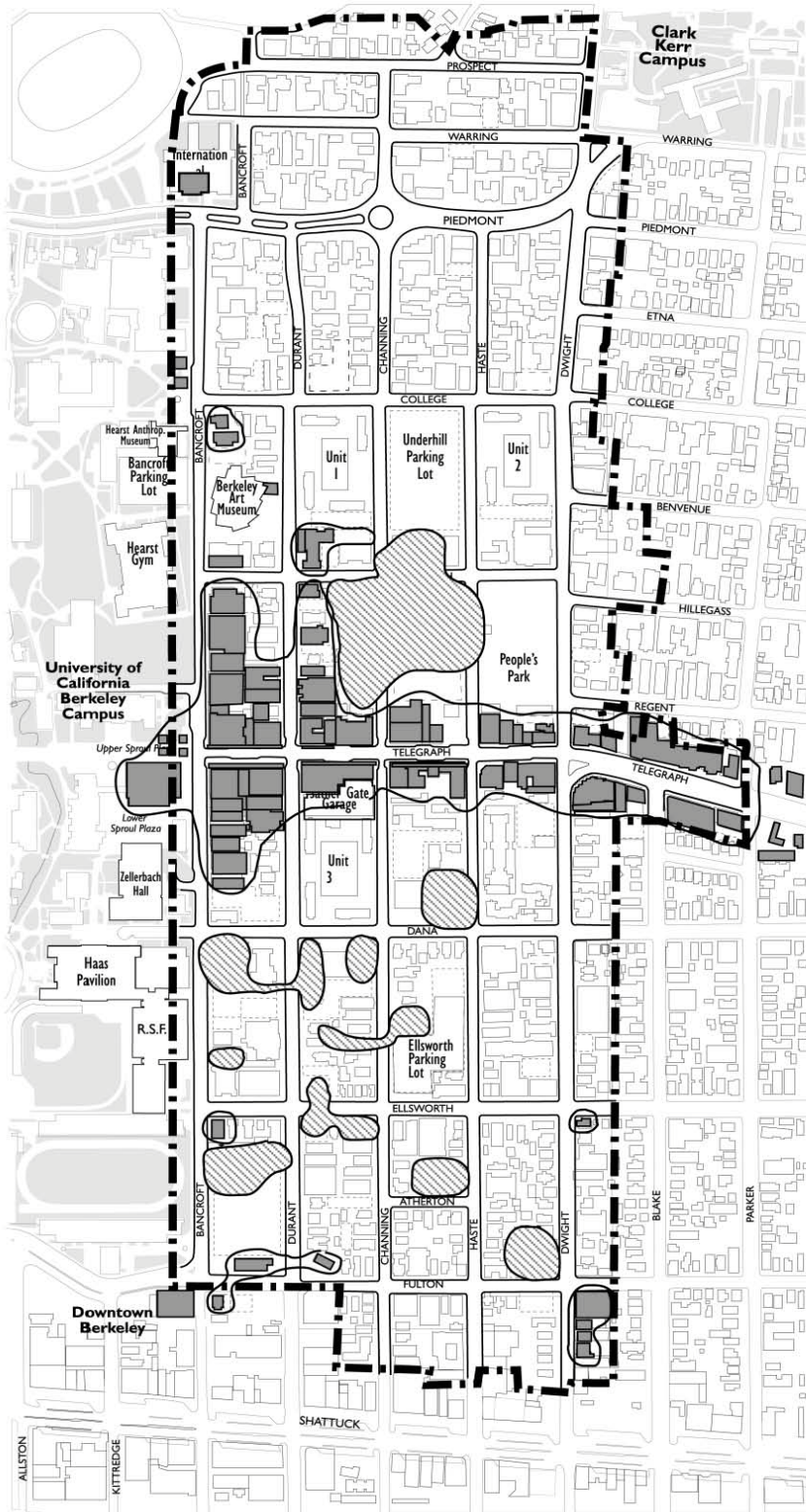
Source: STF3, 1990 and 2000 Census

The population numbers for the Southside and Berkeley as a whole have not been updated, since there is a significant discrepancy between the 2000 Census figures and staff's calculations of the Southside population, primarily related to an undercount of persons in group quarters (dorms, co-ops, etc.). With that in mind, however, it is safe to say that, aside from the completion of the Underhill projects, land uses in the Southside have not changed significantly since 2003. The Underhill projects added housing for an additional 1,219 students, a figure which generally would fall into the group quarters category in Table LU-1.

F. Retail and Office Uses




Retail Uses

Retail uses occupy about 12% of the land area of the Southside (excluding streets) and are concentrated along Telegraph Avenue, Bancroft Way, and Durant Avenue. This shopping area serves the residents of the Southside, the larger University population who attend classes and work in the area, residents of other areas of Berkeley, visitors to the campus, and shoppers from throughout the region. In addition to strictly retail uses, many of the existing buildings are multi-story and mixed use with residential units above ground floor retail shops. The Telegraph commercial area contains more than 200 businesses in addition to the 20 to 40 street artists located on the public sidewalks who sell their handmade crafts on a typical day. The Economic Development Element contains more detailed information on the Telegraph commercial district. In addition, there is a small commercial area on the south side of Dwight Way, between Fulton and the C-SA zoned properties on Shattuck Avenue. This is considered a peninsula of commercial that relates more to the Shattuck Avenue commercial land uses than to the commercial areas farther to the east.



GENERALIZED RETAIL AND OFFICE AREAS

Legend:

-  **Retail**
-  **Office (Commercial and Institutional)**
-  **Southside Study Area Boundary**



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City of Berkeley Planning and Development Dept.

Map LU-5: Generalized Commercial Areas, 2003

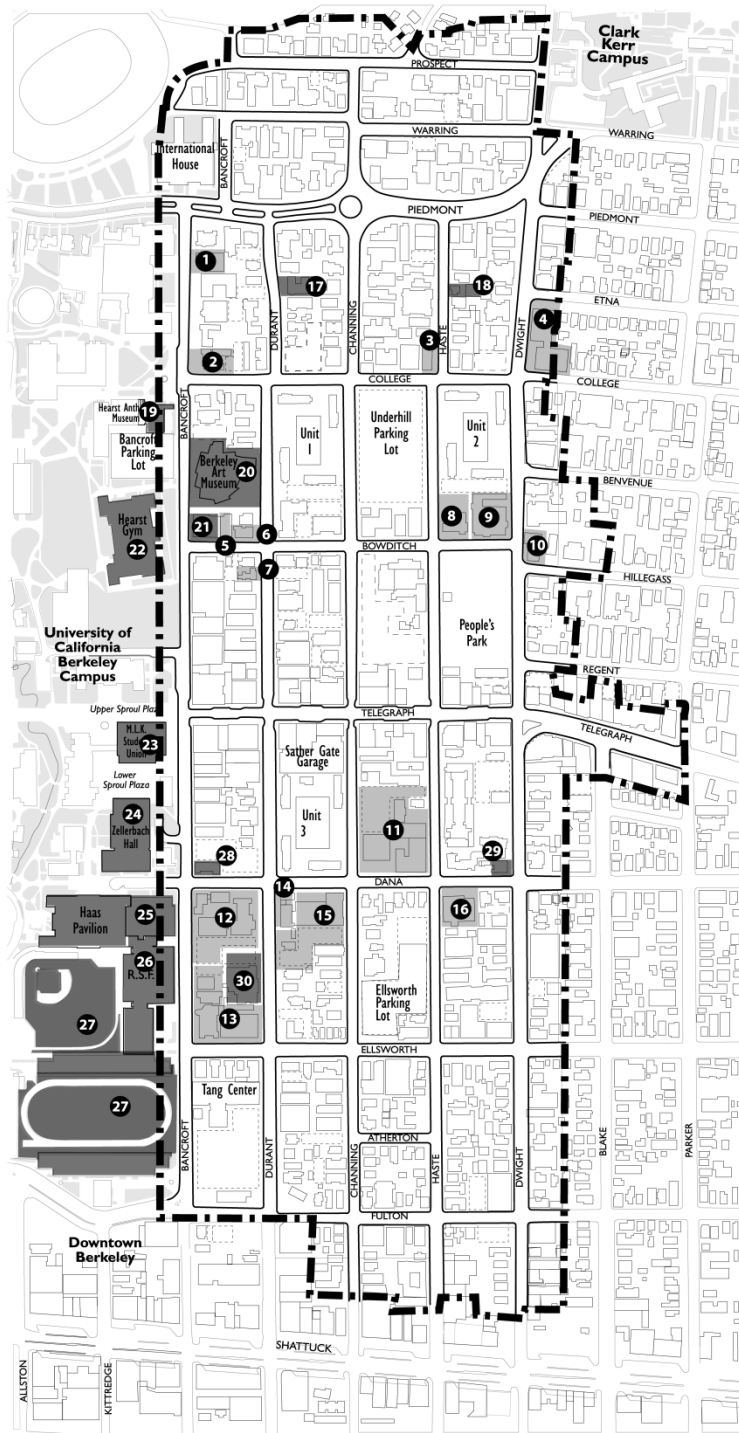
Office Uses (Commercial and Institutional)

There are office uses in various locations in the Southside, primarily University academic and student support offices, religious facility offices and a small number of general office buildings. These uses, which occupy 5.5% of the land area of the Southside, are located primarily west of Bowditch Street and east of Atherton Street and are housed in 1-3 story buildings, many of which resemble neighboring residential structures. University offices in the Southside are generally student support offices, administrative offices, and offices for University-affiliated research groups.

G. Religious, Social, and Cultural Institutions and Sports Facilities

Another major land use in the Southside is institutional, which includes the religious, social, and cultural institutions and the sports facilities that attract the public to the Southside. Sixteen religious institutions are located in the Southside, plus several social facilities including the YWCA and the Berkeley City Club. Many cultural institutions and sports facilities are located on the campus adjacent to the Southside, along with several facilities located in the Southside. All of these facilities add a social and cultural vitality to the area. They attract many visitors who shop and use the restaurants in the Southside, as well as bring many occasional visitors to the Southside.

The religious, social, and cultural institutions, which comprise about 10% of the land area of the Southside, use their property for many different functions. These facilities are used for religious services and religious education; offices; community service and social service facilities; schools, including two private high schools and one private graduate school; day care and pre-school facilities; performances; events; parking; and other, associated ancillary uses. Many of these facilities attract users from across the East Bay as well as UC students and local residents.



RELIGIOUS, SOCIAL, AND CULTURAL INSTITUTIONS AND SPORTS FACILITIES

Legend:

Religious Institutions

- 1. Berkeley Hillcl
- 2. Westminster House
- 3. University Lutheran Chapel
- 4. Newman Hall
- 5. Lutheran Campus Ministry
- 6. Christian Science Organization at the University
- 7. St. Joseph of Arimathea Collegiate Episcopal Church
- 8. Vedanta Society
- 9. First Church of Christ, Scientist
- 10. American Baptist Seminary of the West
- 11. First Presbyterian Church of Berkeley
- 12. Trinity United Methodist Church
- 13. St. Marks Episcopal Church
- 14. First Baptist Church
- 15. First Congregational Church of Berkeley
- 16. Church of Man

Social and Cultural Institutions and Sports Facilities

- 17. Wright Institute
- 18. Berkeley Piano Club
- 19. Hearst Museum of Anthropology
- 20. Berkeley Art Museum/Pacific Film Archive
- 21. YWCA
- 22. Hearst Memorial Gym
- 23. MLK Jr. Student Union and Pauley Pavilion
- 24. Zellerbach Hall and Playhouse
- 25. Hass Pavilion
- 26. Recreational Sports Facility and Spieker Pool
- 27. Edwards Track and Evans Baseball Field
- 28. YMCA/Stiles Hall
- 29. Town and Gown Club
- 30. Berkeley City Club

Southside Study Area Boundary



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Map LU-6: Religious, Social, Cultural Institutions and Sports Facilities, 2003

H. Parking

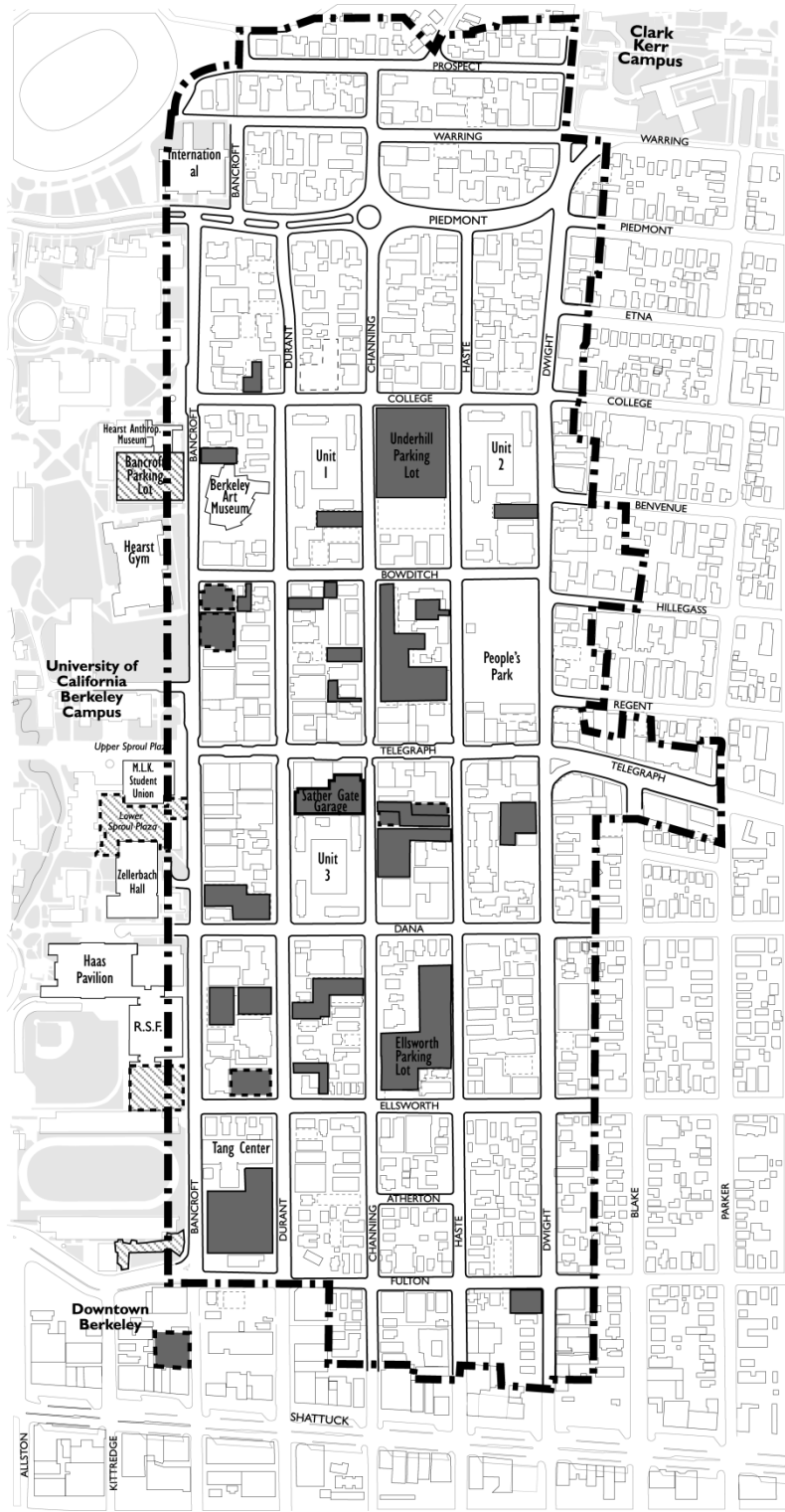
Parking lots and parking structures occupy about 12% of the land area in the Southside (excluding parking garages located below retail buildings, parking structures located on the central campus adjacent to Bancroft Way and parking on residential lots). In addition to parking lots and parking structures, on-street parking which is located along both sides of most streets in the Southside occupies approximately 10% of the total area of the Southside.



Telegraph/Channing Garage

The majority of the off-street parking in the Southside is owned by the University, area churches, and other institutions. The City of Berkeley owns and operates the Telegraph/Channing Garage and is responsible for all on-street parking in the area. Parking in the Southside is used by many people including students and employees coming to the campus, shoppers and employees coming to the commercial area, people coming to the institutions to visit or work, and residents living in or near the area.

The Southside has the lowest car ownership rate in the City of Berkeley; less than half of Southside households (48%) own cars compared to 81% of households in Berkeley. Given that group living quarters, such as dormitories, are not considered households by the U.S. Census, the rate of car ownership in the Southside is actually substantially lower than 48%. Students living in residence halls are not permitted to bring cars to campus. Please see the Transportation Element for a more detailed discussion and further information about parking uses and issues in the Southside.



PUBLIC & UC PARKING LOCATIONS

- LEGEND
- Parking Lot
 - Parking Garage
 - Parking Below Buildings
 - UC Parking on Central Campus
 - Southside Study Area Boundary



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 City of Berkeley Planning and Development Dept.

Map LU-7: Public and University Parking Areas, 2003

I. Open Space and Recreational Facilities

Open space and recreational facilities accounts for 3.5% of the land area in the Southside. However, there are also open space and recreational facilities located on campus and in surrounding neighborhoods that serve Southside residents.

People's Park

As of December 2001, People's Park is both owned and managed by the University. The People's Park Community Advisory Board provides input to the University and City about various programs and issues at the park. The People's Park Recreation office, with two full-time employees plus part-time and seasonal staff, organizes and oversees recreation programs in the park. In 1999, summer programs offered to the public included a summer recreation program for more than 30 children and a community gardening program.



People's Park

Despite numerous efforts to cooperatively upgrade maintenance in the park and increase its usage, many area residents believe that the park does not function well as a community park. There is widespread community perception that the park is unsafe and not welcoming to all types of users.

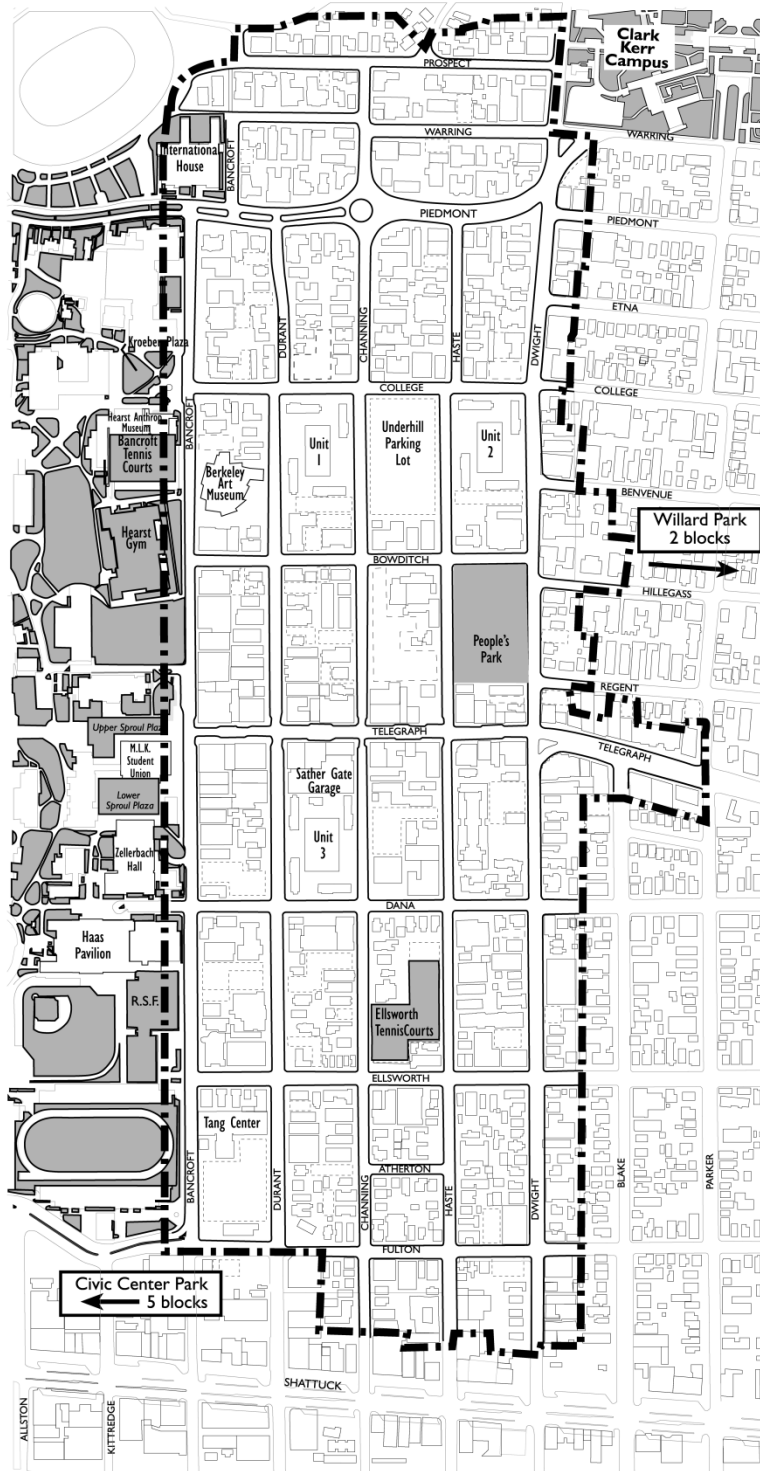
City-Owned Parks

There are two city parks located within walking distance of the Southside: Civic Center Park at Milvia and Center Streets, and Willard Park at Derby Street and Hillegass Avenue.

University-Owned Recreational Facilities

Several recreational facilities exist in or near the Southside. Eight University-owned tennis courts are located atop the Ellsworth parking lot and six are atop the Bancroft parking lot. These courts are available for public use. The Recreational Sports Facility and Hearst Memorial Gymnasium, both located along Bancroft Way, are available for public use with a fee. The Golden Bear running track at the Clark Kerr campus is available for public use without a fee. Prior to 1993, there were sports fields for student and intramural use atop the Underhill parking structure. It was demolished for seismic safety in 1993. These fields had been intensely used by students and other residents seven days a week well into the evening. Prior to 1999, Hearst Field, located on the campus west of the Hearst Gym, also provided sports fields for student use. A

OPEN SPACE AND RECREATIONAL FACILITIES



Legend:
 ■ Open Space and Recreational Facilities

— Southside Study Area Boundary



Revised 2/2003
 City of Berkeley Planning and Development Dept.

Map LU-8: Open Space and Recreational Facilities, 2003

temporary academic building was built on the field in 1999 for use while seismic repair of UC buildings is underway.

Due to loss of recreational open space, additional athletic and recreational fields for students are needed to meet the high demand for student recreational use. However, there are very few sites in the Southside large enough to accommodate recreational fields.

2009 Update: *The Underhill parking structure and sports fields were rebuilt as part of the Underhill Projects. The new fields opened in 2008 and provide approximately 77,400 square feet of multi-sport artificial turf fields. The fields are open to University students, faculty, and staff and are available during day and evening hours.*

Passive Open Space and Public Gathering Areas

One of the most significant open space resources near the Southside is the UC campus, which many people enjoy as passive open space. The campus has several public gathering spaces and public plazas, including Upper and Lower Sproul Plaza, Kroeber Plaza (at the College Avenue entrance to the campus) and Dwinelle Plaza. The University is planning to undertake a major redesign of Lower Sproul Plaza to make it a more inviting and heavily used space. In addition, there are grassy lawns and knolls throughout the campus that the public can use.

2009 Update: *The UC planners are developing a Conceptual Master Plan with guiding principles for Lower Sproul Plaza, including a possible replacement of Eshleman Hall. The Master Plan was completed in July 2009.*

Vacant Land

There is only one vacant site in the Southside. It is located at the northeast corner of Telegraph Avenue and Haste Street where the Berkeley Inn, a landmark building, was destroyed by fire in the late 1980s.



The vacant site at Telegraph Avenue and Haste Street, formerly the Berkeley Inn

III. DEVELOPMENT OPPORTUNITIES AND CONSTRAINTS

A. Opportunities for Development

This Plan assumes that most of the existing buildings will remain in their current use for the foreseeable future, based on strong demand for their current uses and existing City land use and zoning regulations. This continuity in the built environment lends physical stability to the neighborhood and provides the basis for many of the land use and housing policies contained in this Plan. While the Southside is almost entirely built out with the various land uses described previously and illustrated on the existing land use Map LU-1, there are still opportunities for appropriate new development (particularly housing) in the Southside.

The following types of properties are considered “opportunity sites” in the Southside:

- Sites which contain surface parking lots or single-level parking garages. The existing parking may need to be retained either on-site, in association with new buildings, or relocated into new or expanded parking structures elsewhere.
- Sites which contain existing one-story, architecturally and historically insignificant buildings. Some sites could receive building additions, could accommodate additional buildings on the lot, or could potentially be demolished and new buildings built in their place.
- Sites that are currently vacant. With only one vacant site in the Southside, most change will occur on sites that contain existing uses.
- Sites which contain seismically hazardous buildings which are prohibitively expensive to retrofit. These properties could be redeveloped, with proper incentives, to create higher quality housing stock and improve the overall quality of the neighborhood. Many of the sites with potentially hazardous buildings involve “unreinforced masonry buildings” (“URM”) or “soft-story buildings.” These terms are explained, and the hazards associated with structural deficiencies are described, in the Public Safety Element, Section V.B.

The development “opportunity” presented by the sites that meet the above criteria is subjective. “Opportunity” is defined as “a favorable or advantageous circumstance or combination of circumstances.” In addition to the physical characteristics (some objective, some subjective) identified in the above list, a site is only an opportunity site if there is a willing property owner, the land use entitlements can be obtained, and the development is justified financially. The physical characteristics identified in the list above are intended to identify sites where there is potential for added development that may be sufficient to drive a profitable development decision. The characteristics are also intended to be a guideline to show characteristics of properties where new or additional development may assist in realizing public policy goals. The City emphasizes that no expectation of any given outcome to a development permit process can be assumed for any site, simply because it has met one or more of the above criteria. No pre judgement about the outcome of a development proposal is implied. Potential opportunity sites in the Southside are listed in Appendix A.

The Southside area, although largely built out, offers opportunities for environmentally sensitive and sustainable design in new buildings and in projects involving expanding or updating existing buildings. The City of Berkeley supports environmentally responsive practices, termed “Green Building” practices, in response to the high rates of consumption and waste found in traditional building design and construction. Buildings consume 40% of the world’s total energy and materials, 25% of the wood harvested, and 17% of the potable water. “Green” building practices can reduce these environmental and human health problems. A green building is sited, designed, constructed, and operated to enhance the well-being of its occupants, and to minimize the negative impacts on the community and the natural environment. In recent years, Berkeley has developed a Green Building Initiative, which seeks to make building green the “business as usual” choice for new construction and major remodel projects in Berkeley. Specific “Green Building” policies in the General Plan apply throughout the City, and are not duplicated within the Southside Plan. Relevant General Plan policies are: UD-33, Sustainable Design; EM-4, Green Building Certification, EM-5, “Green”

Buildings, EM-8, Building Re-Use and Construction Waste; EM-26, Water Conservation; EM-35, Energy Efficient Design; and EM-36, Energy Conservation.

2009 Update: *For the purpose of developing the development potential of the Southside Plan for the Draft Environmental Impact Report (DEIR) for the Southside Plan, those opportunity sites considered most likely to be developed in response to market pressure during the 15-year plan horizon were categorized as “Tier 1” sites. These 24 sites were then evaluated for development potential. The list of Tier 1 sites is included in Appendix A of the Southside Plan.*

B. Development Constraints

While opportunities for development exist in the Southside, there are many constraints to development that must be acknowledged. The objectives and policies in this Element address these constraints.

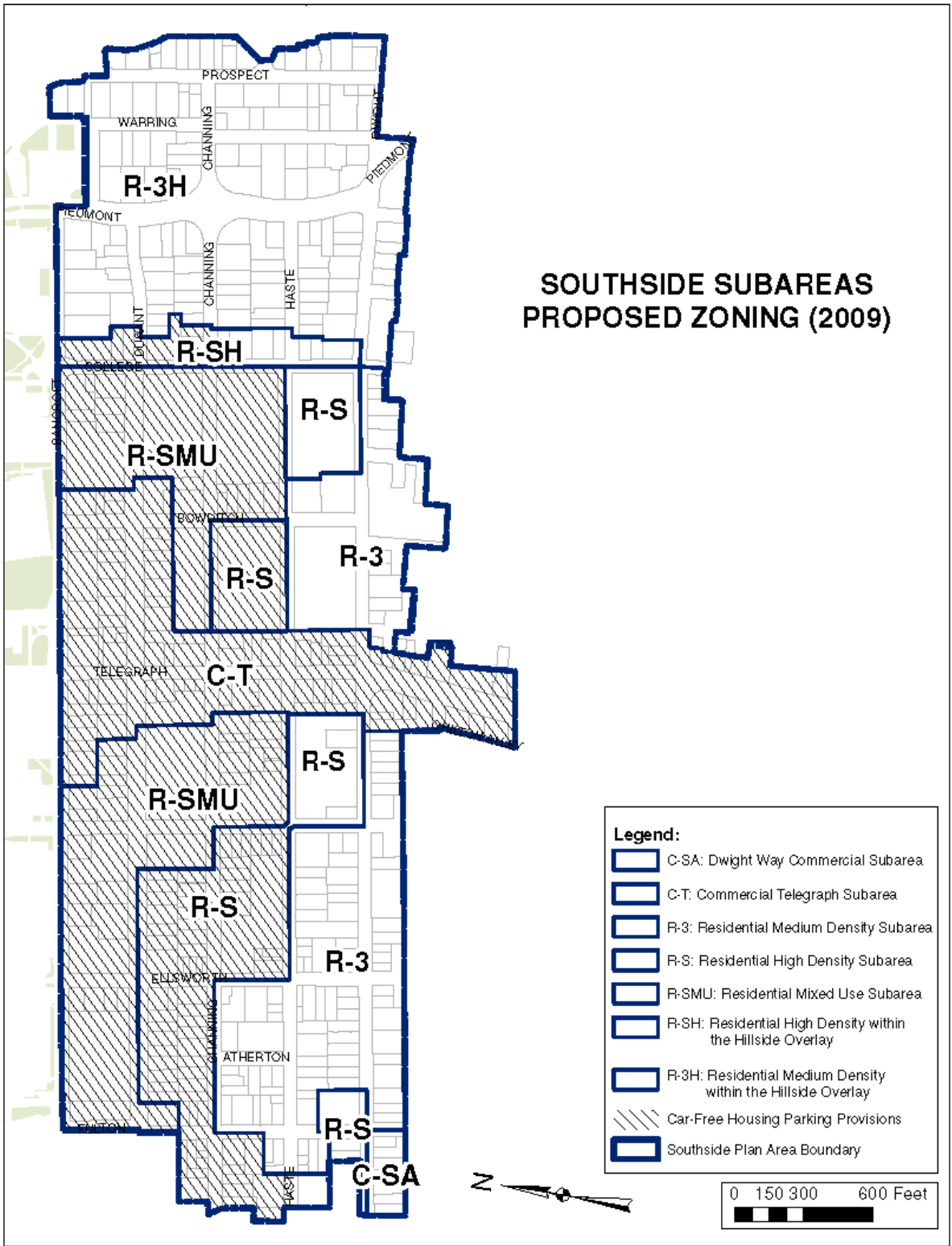
Private Sector Development Constraints

Many factors affect the private sector and the institutions which might undertake development projects in the Southside, including:

- Concern regarding time and cost spent in order to receive project approval.
- Concern that the City’s zoning regulations, and in particular the development standards, are too restrictive to allow financially feasible development.
- Concern that the quota system in the Telegraph zoning district acts as a constraint to obtaining financing for new construction because of reduced flexibility in the use of ground floor retail spaces.

University Development Constraints

The University's Housing, Dining, and Child Care Services Division, which provides UC-owned housing, is required by State law to be self-supporting and operate without State funding. Therefore, in order for UC to build more student housing, Housing, Dining and Child Care Services must be able to ensure that the housing will be fully used and in demand for the 30 years that it will take to pay off the construction loan.



Map LU-9: Proposed Zoning, 2009

IV. OBJECTIVES, POLICIES, AND ACTIONS

The land use and housing policies recommended in this Plan are intended to guide new development and land use changes in the Southside in a manner that is sensitive to the existing land use patterns while meeting the expansion and development needs of its many property owners. The policies are informed by a recognition of the diverse mix of land uses that exist and will continue to exist in the Southside, the need for new housing near the University, the desirability of infill development, and the many public comments received during this planning process.

A. Land Use Subareas in the Southside

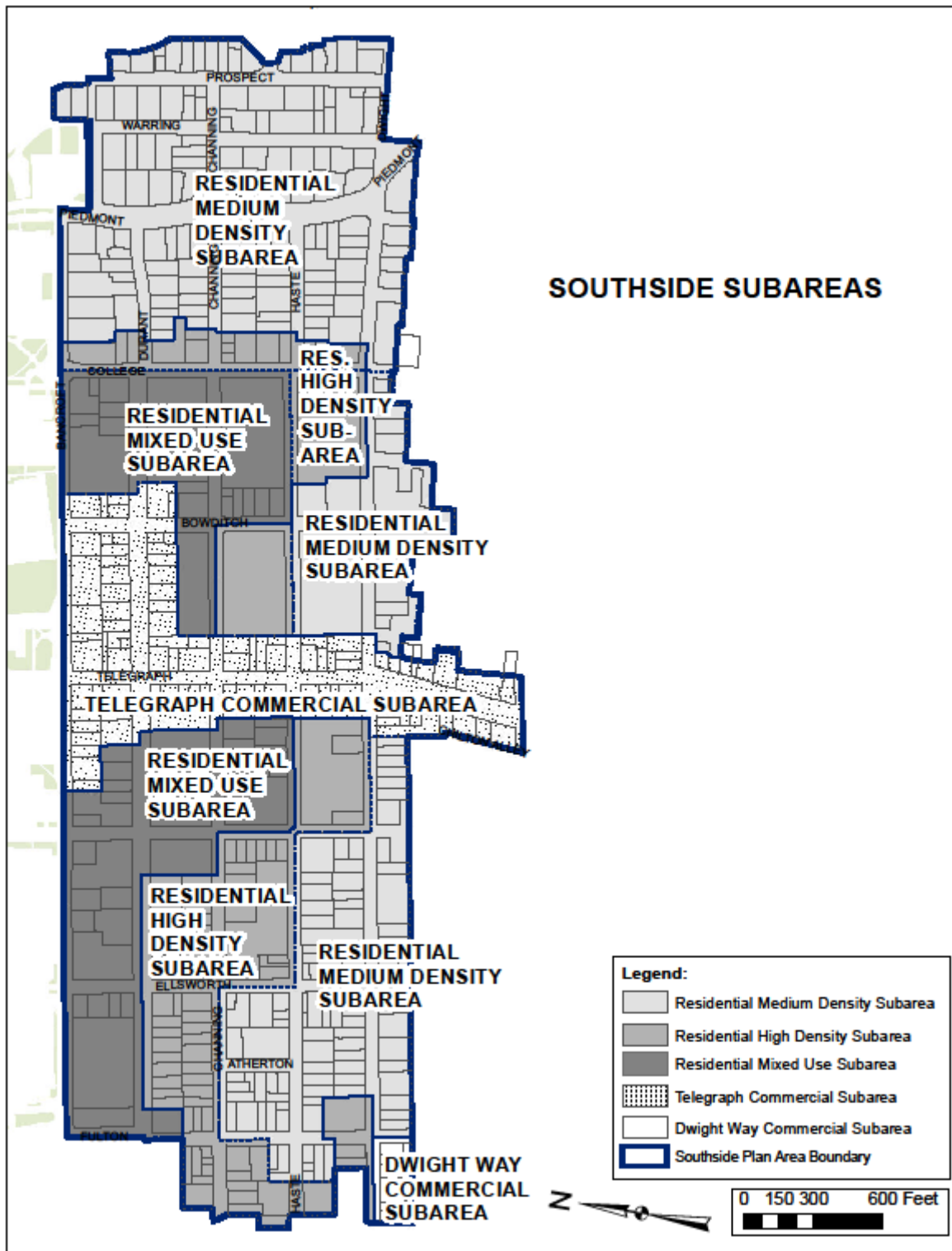
The Land Use and Housing Element divides the Southside into five subareas in order to assign land use policies based on the distinct character of each area. The subareas are:

1. A Residential Medium Density Subarea applying to areas that are predominantly medium density residential in use and character including areas of fraternities, sororities, miscellaneous residential buildings, and single-family homes;
2. A Residential High Density Subarea applying to areas that are predominately high density residential in use and character and located in close proximity to the University of California;
3. A Residential Mixed Use Subarea applying to areas containing a mix of University, office, and institutional uses as well as multi-family housing and small-scale neighborhood serving commercial uses;
4. A Telegraph Commercial Subarea applying to the retail district on Telegraph and adjacent portions of Bancroft and Durant; and
5. A Dwight Way Commercial Subarea applying to the commercial area on the south side of Dwight Way west of Fulton and east of the C-SA zoned properties on Shattuck.

In addition to the five subareas, a new overlay shall also be created. The Car-Free Housing (CFH) area shall be primarily located in the Southside west of College Avenue and north of Haste Street, and along Telegraph Avenue to Parker Street. The intention of this district is to encourage additional housing development and also reduce automobile use in the Southside, in conformance with other Land Use and Transportation policies within the Southside Plan.

While the Element states preferred land uses for the subareas as part of its policies, a priority of the Element is to encourage new housing development at appropriate locations throughout the Southside.

The specific subarea policies are included below under Objective LU-F, following most of the land use objectives and policies that apply generally to the Southside.



Map LU-10 Subareas, 2009

Objective LU-A: Increase the amount of housing and housing types in the Southside for UC students, faculty and staff, year-round residents, and employees of Southside businesses, by encouraging new housing, encouraging preservation and maintenance of existing housing, and discouraging loss of existing housing to non-residential uses.

Policy LU-A1: Provide incentives to encourage development of a variety of different housing types that are affordable to students, University employees, and employees of Southside businesses.

- A. Encourage a variety of housing types to be built in the Southside, including houses, condominiums, townhouses, apartment buildings, group living quarters, and loft-style housing, and encourage owner-occupied housing, rental housing, cooperatives and co-housing.
- B. Require that new housing developments include units that are affordable to households that qualify as low income through the City's inclusionary housing ordinance or other regulatory mechanism in a manner consistent with State law.
- C. Adopt zoning regulations for new R-SMU and R-S zoning districts with relaxed standards pertaining to parking, open space, lot coverage, and setbacks to encourage additional housing development.
- D. Revise zoning regulations for the C-T commercial zoning district to reduce parking requirements and raise height limits to encourage additional housing development.
- E. Improve the discretionary review process for projects that comply with the Zoning Standards established pursuant to this Plan, to increase certainty for neighbors and project developers. Create an improved, comprehensive notification process. Provide all land-use requirements to developers upon filing of Preliminary Application. Encourage developers' early-stage notification of and discussion with neighbors of proposed projects prior to filing of formal application.
- F. Review housing production in the Southside as part of General Plan reviews to determine if these zoning regulations have been successful in encouraging the production of more affordable housing. Consider modifying regulations if review suggests that change could result in production of more affordable housing.

Policy LU-A2: Housing and mixed-use projects with housing for students should be the University of California's highest priority for the use of University-owned opportunity sites in the Southside except those with frontage on Bancroft.

- A. Encourage partnerships between the University and non-profit housing developers, student co-ops, and other private developers to build additional housing.

- B. Encourage the University to build apartment-style housing units for undergraduates, graduate students, junior faculty, and staff.
- C. The City of Berkeley supports the UC policy ending the Parking Replacement Fee. Consistent with previously adopted Resolution 60,220, Berkeley calls on the UC Chancellor to revise the successor Capital Renewal Fee to provide a blanket exemption for student housing.

Policy LU-A3: Maintain the current supply of housing in the Southside.

- A. Continue to enforce the City's zoning regulations that discourage the conversion of dwelling units to non-residential uses.
- B. Preserve group living facilities. Discourage conversion of group living facilities to institutional and other non-residential uses.
- C. Discourage demolition of existing housing that meets current seismic safety, fire, and habitability standards, especially older wood-frame houses and apartment buildings that contribute to the area's character. Encourage retrofitting rather than demolition where financially feasible.
- D. Within the R-3 Zoning District, allow soft-story buildings and other buildings which seek to rebuild after an earthquake or fire has destroyed them, to do so without a variance provided that they are the same height and other dimensions as previously.
- E. Allow and encourage preventive retrofitting in residential structures. Residential buildings shall be allowed to remove parking spaces if found necessary by the Building Official to perform mandatory seismic strengthening.

Policy LU-A4: Encourage and promote the rehabilitation and maintenance of existing housing in the area, especially older buildings with architectural and/or historic merit. *(See also Community Character policies under Objective CC-D, relating to preservation of historic resources.)*

- A. Promote the City's existing programs to assist property owners in maintaining their property.
- B. Promote the City's existing incentives for owners to seismically improve their buildings.
- C. Promote and encourage use of the State Historical Building Code and the Mills Act as means to preserve and rehabilitate historic resources in the Southside.

Objective LU-B: Increase the amount of open space in the Southside for both students and year-round residents.

Policy LU-B1: Consider opportunities to provide open space as part of potential future housing at sites such as the Ellsworth parking lot and other large-scale development projects.

Policy LU-B2: Continue to use weekend street closures for special events, festivals, outdoor public markets, cultural events, and public recreational opportunities.

Policy LU-B3: Retain People’s Park as a public open space “commons” for the Southside.

- A. Improve People’s Park to be a user friendly and safe public park.
- B. Improve and possibly relocate the bathrooms and maintenance facilities. Ensure that public restrooms are useable by persons with disabilities, and are safe and clean.
- C. Increase lighting in the park and on surrounding streets.
- D. Continue to explore ways in which People’s Park can better serve the Southside neighborhood as open space. *(See also Community Character Policy CC-F7);*
- E. Encourage strong physical connections between the Park and the adjacent land uses:
 - 1. Encourage infill buildings on sites around the park to create more “eyes on the Park.”
 - 2. Use the University’s new Anna Head West student housing, adjoining Haste Street, to create a residential constituency that will regularly use the Park.
- F. Continue the existing maintenance program to improve park lighting and landscaping.
- G. Continue recreational programs, festivals, and weekend activities designed to bring a broader group of users to the park, particularly students and neighborhood residents.
- H. Support efforts to publicize the history of People’s Park and the surrounding buildings.

Objective LU-C: Encourage development consistent with the objectives of the Southside Plan on suitable underutilized sites in the Southside.

Policy LU-C1: Suitable sites that are the highest priority for redevelopment and reuse in the Southside, in order of priority, include:

- Vacant properties;
- Surface parking lots and single-level parking garages on Bancroft, Durant, and Telegraph Avenue;
- Underutilized lots with single-story structures that are not historically significant resources on Bancroft, Durant, and Telegraph;
- Surface parking lots and single-level parking garages on all other streets; and
- Underutilized lots with single-story structures that are not historically significant resources on all other streets.

Objective LU-D: Improve the Bancroft Way corridor as a transition and seam between the University and the Southside. (*See also Community Character Element.*)

Policy LU-D1: Encourage development of infill buildings along the south side of Bancroft Way so that it becomes a more vital corridor serving students and other users of the Southside.

- A. Encourage mixed-use buildings. (*See Residential-Mixed Use Subarea and Commercial Subarea policy sections (under Objective LU-F) for recommended zoning changes and preferred land uses.*)
- B. Encourage pedestrian-oriented uses on ground floor street frontages.
- C. Screen parking from view.

Policy LU-D2: Encourage the University to consider modifications to some of the existing campus buildings and facilities along Bancroft Way to create a better connection between the campus and the Southside, such as:

- A. Develop retail and pedestrian spaces along the north side of Bancroft, between Telegraph Avenue and Dana Street.
- B. Provide a more inviting entrance to Zellerbach Hall along Bancroft.
- C. If the University contemplates future changes to the Recreational Sports Facility (RSF) on Bancroft Way, consider ways to make the building more street friendly, such as locating the existing cafe along the street frontage and adding windows to make interior uses visible from the street.
- D. Improve the connection between Upper and Lower Sproul Plaza and Bancroft Way as part of the University's seismic upgrade program and related studies.
- E. Study potential modifications to the MLK Student Union Building and the CAL Student Store to bring pedestrian-oriented and retail uses closer to Bancroft Way.
- F. Consider relocating the food vendor carts to attractive kiosks, to create an inviting main entry to the campus at Telegraph Avenue and Bancroft.
- G. Develop a signage program for the facilities located along Bancroft including the Berkeley Art Museum/Pacific Film Archive, the Hearst Museum of Anthropology, Zellerbach Hall, and the Haas Pavilion.
- H. Design street and on-campus improvements along Bancroft west of Telegraph to conveniently accommodate passenger loading/unloading from transit, including campus shuttles, conventional buses, and future options for light rail. These improvements should be done in partnership with University work at Sproul Plaza and Eshelman Hall.

Policy LU-D3: Improve the pedestrian environment along Bancroft Way with better bus stops, wider sidewalks wherever possible, sidewalk lighting, additional street trees, and other streetscape amenities. (*See the Community Character and Transportation elements for more specific policies.*)

Policy LU-D4: Make the entries to all public buildings and public parking along Bancroft Way more visible from the street. *(See Community Character Element for more specific policies.)*

Objective LU-E: Maintain and locate neighborhood services in the Southside so residents can meet their needs without increasing auto trips to and from the area. *(Also see Transportation and Community Character policies.)*

Policy LU-E1: Support neighborhood services by encouraging development of new housing at suitable locations within walking distance of the UC campus and as part of mixed-use developments in the Telegraph Commercial District and Downtown Berkeley.

Policy LU-E2: Encourage development of neighborhood serving commercial uses, such as cafes, small grocery and convenience stores, laundromats, shoe repairs, and dry cleaners.

A. Adopt zoning standards that allow limited neighborhood serving commercial uses in the mixed use (R-SMU) district.

Policy LU-E3: The specific location of land uses and the design of new buildings in each subarea should reinforce the pedestrian, bicycle, and transit orientation of the Southside. *(See the Transportation and Community Character elements for more specific policies.)*

Objective LU-F: Designate five land use subareas in the Southside and modify the City of Berkeley Zoning Ordinance accordingly:

- Residential Medium Density (R-3) Subarea
- Residential High Density (R-S) Subarea
- Residential Mixed Use (R-SMU) Subarea
- Telegraph Commercial (C-T) Subarea
- Dwight Way Commercial (C-SA) Subarea

See Map LU-10 for subarea locations. Implement the following policies for each subarea in order to refine and reinforce existing land use patterns in the Southside.

RESIDENTIAL (R-S AND R-3) SUBAREAS

Two areas in the Southside shall be designated as Residential Subareas. Housing is currently the predominant land use in these areas and their existing residential character should be retained and reinforced. The Residential High Density Subarea is located close to the University of California campus and Telegraph Avenue and is generally characterized by existing higher density housing and dormitories. The Residential Medium Density Subarea is generally located at the eastern and southern edges of the Southside area farthest from the campus and adjacent to the neighboring lower density residential neighborhoods outside the Southside area. It is generally characterized by a mix of housing types including fraternities, sororities, apartment

buildings, and single-family homes. The portion of the Southside east of College Avenue (in the R-S and R-3 districts) should continue to have a Hillside (H) overlay.

A major purpose of the new Residential High Density Subarea is to encourage the development of new housing that serves a variety of housing needs, is compatible with the height and bulk of existing buildings, and complements the existing architectural character of this subarea. An additional purpose is to conserve the existing supply of housing.

Policies for the Residential Subareas

Policy LU-F1: Housing is the recommended land use in the Residential Subareas and is the preferred land use for all opportunity sites in these subareas.

Policy LU-F2: A variety of building types are recommended, including houses, condominiums, townhouses, apartment buildings, group living facilities, and loft-style housing that would serve a variety of populations including students, families, UC staff and faculty, and others who desire to live in this vibrant, easily accessible neighborhood.

Policy LU-F3: Conserve, rehabilitate, and improve the maintenance of existing housing in the Residential Subareas.

Policy LU-F4: Encourage new residential development in the R-S Residential High Density Subarea.

- A. Create new R-S zoning regulations, including development standards to encourage construction of new housing, prohibit new office uses, reduce parking requirements for residential uses in the Car-Free Housing area and increase allowable lot coverage.

Policy LU-F5: Encourage housing to be built on surface parking lots in the Residential Subareas.

- A. Support development of student housing on University-owned and other surface parking lots in the Residential Subareas.
- B. To the extent that replacement for parking on surface lots is needed, whenever feasible relocate parking into consolidated parking sites in the Residential Mixed Use Subarea when new housing is proposed for parking lot sites in the Commercial or Residential Subareas. Some of the existing parking may need to be retained on or underneath these sites.
- C. Additional, new parking structures should not be located in the Residential Subareas, unless located behind or under another use.

Policy LU-F6: Ensure high quality architectural design for new Mixed Use and Community and Institutional construction in the Residential Subareas.

- A. Require project conformance with the Southside Design Guidelines to

ensure that Mixed Use and Community and Institutional buildings are compatible with the architectural character in these subareas.

- B. Amend the Design Review Ordinance to require design review for all new construction of, and major alterations to, Community and Institutional and Mixed Use buildings in the Residential Subareas.
- C. Consider requiring Design Review for Residential buildings.

Policy LU-F7: In efforts to seek the best re-use option for the Anna Head complex, office use may continue as a use in the Anna Head buildings.

RESIDENTIAL MIXED USE (R-SMU) SUBAREA

Two portions of the Southside, a large one west of the Telegraph Commercial Subarea and a smaller area to the east, shall be designated as the Residential Mixed Use Subarea (*See Map LU-10*). This is the subarea where the greatest diversity of land uses currently exists, including housing, offices, religious facilities, schools, social institutions, parking lots, cultural facilities, a hotel, and several retail uses. This subarea also contains much University property, including a wide range of academic and student serving uses and administrative offices.

The intentions for this subarea include: allowing a wider variety of land uses than is allowed in other subareas in order to maintain the existing diversity of land uses; meeting the future needs of the many different users and property owners in this subarea; and reducing pressure to locate non-residential or non-retail uses in the other four subareas.

A broad variety of land uses are recommended for this subarea, including: housing, University academic facilities and offices, religious facilities, schools, social institutions, parking, cultural facilities, hotel uses, and neighborhood serving retail uses. Mixed-use developments that include housing are a preferred use.

The Residential Mixed Use Subarea contains many of the sites where development is possible: on surface parking lots, as additions to existing buildings, and on sites that contain single-story buildings with no architectural or historic merit.

Residential Mixed Use Subarea Policies

Policy LU-F8: Allow in the Residential Mixed Use Subarea a variety of different land uses including housing; university facilities, offices, and student support services; religious, social and cultural institutions with associated offices, facilities, and ancillary uses; educational uses; recreation facilities; hotels; appropriate neighborhood-serving retail uses; and parking garages. Mixed-use developments that include housing are the preferred use.

Policy LU-F9: Encourage new infill development in the Residential Mixed Use Subarea.

- A. Adopt zoning and development standards for the R-SMU District to encourage new infill development.

Policy LU-F10: Encourage mixed-use buildings in the Residential Mixed Use Subarea that combine two or more of the allowed land uses.

Policy LU-F11: Encourage infill buildings on surface parking lots in the Residential Mixed Use Subarea.

- A. New or replacement parking should be placed inside or underneath new buildings, or in consolidated parking garages, and serve multiple users whenever possible.
- B. Prohibit new public surface parking lots or expansion of existing public surface parking lots.

Policy LU-F12: Conserve and rehabilitate the existing architectural and historic resources in the Residential Mixed Use Subarea. *(See Community Character Element for more specific policies.)*

Policy LU-F13: Utilize the Southside Design Guidelines to ensure that the design of new buildings is compatible with existing buildings in the Residential Mixed Use Subarea and will not detract from the significance of nearby landmark and historically significant buildings and sites. *(See Community Character Element.)*

- A. Require review under the Design Review Ordinance for new construction of, and exterior alteration to, Commercial, Community and Institutional and Mixed Use buildings built in this subarea.
- B. Consider requiring Design Review for Residential buildings.

COMMERCIAL (C-T AND C-SA) SUBAREAS

Two areas in the Southside shall be designated as Commercial Subareas. Commercial use is currently the predominant land use in these areas. The Telegraph Commercial (C-T) subarea is the designation for the existing commercial core of the Southside centered along Telegraph Avenue. The Dwight Way Commercial (C-SA) subarea is the designation for the small commercial area on the south side of Dwight Way, between Fulton Street and the C-SA zoned properties on Shattuck Avenue. Mixed-use buildings, with housing above retail, are the preferred use for the Telegraph Commercial (C-T) subarea. Land uses consistent with C-SA zoning are the preferred uses for the Dwight Way Commercial (C-SA) subarea. *(See the Economic Development Element for further policies regarding improvements to the C-T district.)*

Telegraph Commercial (C-T) Subarea Policies

Policy LU-F14: Mixed-use buildings with housing above retail uses are the preferred land use throughout this subarea.

- A. Revise the C-T zoning to encourage the construction of new mixed-use buildings or additions to existing buildings.

Policy LU-F15: Employ Southside Design Guidelines to ensure that new buildings are compatible with existing buildings in the Telegraph Commercial (C-T) Subarea and do not detract from the significance of existing landmark and historically significant buildings. (See *Community Character Element for additional policies.*)

Dwight Way Commercial (C-SA) Subarea Policies

Policy LU-F16: Rezone the properties within the Dwight Way Commercial Subarea from R-4 to C-SA.

Policy LU-F17: Employ Southside Design Guidelines to ensure that new buildings are compatible with existing buildings in the Dwight Way Commercial (C-SA) Subarea and do not detract from the significance of existing landmark and historically significant buildings. (See *Community Character Element for additional policies.*)

Parking and Transportation Policy for Multiple Subareas

Policy LU-F18: Encourage and support transit and other alternatives to automobile use in the Southside.

- A. Amend the Zoning Ordinance to incorporate reduced parking requirements in the districts which are partially or entirely within the Car-Free Housing area.
 1. The Car-Free Housing provisions shall eliminate residential parking requirements in the Car-Free Housing area shown on Map LU-9.
 2. Residents of new housing that is constructed without parking in the Car-Free Housing area shall not be eligible for residential Parking Permits.
- B. In the C-T, R-SMU, and R-S subareas, new development shall pay a Transportation Services Fee (TSF) that will be used to fund transit, pedestrian, and bicycle related programs needed for the mobility of new residents and employees of the area.
- C. Consider having attended bicycle parking near campus and/or at other locations in the Southside.

TRANSPORTATION ELEMENT



2009 Update: *Traffic and transportation continue to generate interest in the Southside. Recently, discussions relating to the Southside have centered on the potential changes to circulation that are proposed for consideration in the Plan and the possibility of Bus Rapid Transit (BRT) along Telegraph Avenue and through the Southside.*

The Plan includes some circulation options to be considered as potential ways to improve mass transit, support BRT, and create safer travel conditions for bicyclists and pedestrians. These options can be found in Policies T-C2, T-D1 and T-D2. Since these concepts were included only as ideas to be evaluated, they do not necessarily agree with each other. In order for these options to be evaluated in the Southside Plan Draft EIR, the various circulation concepts were collected into six different alternatives; each alternative was analyzed for impacts and any necessary mitigation measures that would be required. In order to compare the Southside Plan and its impacts against other options, such as a no-build option, one of the six alternatives had to be used to demonstrate defined traffic impacts. This did not affect the options still available for consideration in the Plan, as all had been evaluated for impacts in the DEIR; all of the original options are still included in the Plan.

2011 Update: *AC Transit's BRT proposal is still being considered, but based on the route and features forwarded for study in Berkeley's Locally Preferred Alternative, it should not result in significant changes to the Southside's traffic or circulation. A decision on BRT will come after public review and completion of a final EIS/R.*

I. STRATEGIC STATEMENT

Perhaps the single greatest challenge of the Southside Plan for the City and the University is to develop a coordinated response to the traffic and transportation issues in the Southside. Few other concerns stir as much passion both inside these institutions and in the community at large. An appropriate transportation strategy is critical to the economic vitality of local businesses, the operational success of area institutions, the quality of life of residents and surrounding neighbors, and the ease of access for travelers to the Southside. The Transportation Element develops a coordinated approach to Southside transportation issues and a transportation policy framework.

Three overarching goals guide the objectives and policies of this Element:

- Increase the quality, amenity, and use of all non-automotive modes;
- Reduce the number of trips to, from, and through the Southside made in single-occupant automobiles; and

- Improve pedestrian and bicycle safety.

II. PLANNING CONTEXT

The City and the University operate with differing, though not necessarily conflicting, understandings of the Southside. To the City, the Southside is home to its highest volume retail district, its greatest concentration of residents (primarily students), and is surrounded by some of its best-established neighborhoods and community groups. The Southside is also an example of one of Berkeley's truly pedestrian-oriented neighborhoods in which most residents do not own cars. Yet these residents live in a highly congested area. A complex conundrum is that the Southside must be a place which is at once easy to get to, yet where the transportation system and related infrastructure do not overwhelm or destroy the very qualities which draw people to the area.



Looking west down Durant Avenue from Telegraph Avenue

To the University, the Southside is a vital neighborhood providing significant support and services to the institution and a welcoming home to many of its students. Key amenities offered at the University such as Zellerbach Hall events and basketball and football games are reached via the Southside. Under the 1990 Long Range Development Plan (LRDP) for the campus, the Southside continues to hold a third of University affiliated parking. More than 60% of University beds available for students are also housed in the Southside. The 1990-2005 Long Range Development Plan anticipated the trends to continue. Everyone at the University, a student resident, sports fan, and staff commuter, has a stake in the vitality of the Southside and in the ability of the University to reduce congestion while facilitating access to the campus.

The challenges of balancing all transportation modes, as called for in the goals of this Element, should not be underestimated. Level of service tests conducted by Fehr & Peers Associates (as part of the South of Campus Circulation Study, Phase I) indicate that sections of the Southside's limited roadway system are already near capacity. Existing streets will not be widened, nor will new streets be added. Regional traffic from the area must drive on surface streets for approximately two miles before reaching the freeway. In addition, City policy for the last 25 years has limited the number of streets which can be used to reach the Southside in order to limit the number of residents exposed to large volumes of traffic. The policy, which has led to the installation of a system of traffic diverters, has been largely successful in protecting neighborhood streets, but does place great demands on the major streets.

To create a meaningful plan to accomplish the City's and the University's objectives, the City and the University have undertaken a Transportation Demand Management (TDM) Study for the Southside and the Downtown area. The TDM study recommendations

include trip reduction measures, programs to better manage existing parking supply, programs to improve transit service and encourage transit use, and programs to maximize the effectiveness of bicycling. These recommended programs have been incorporated into this Plan and the City's General Plan.

Recommended TDM programs and activities include:

- Development of an EcoPass program to provide area employees with transit passes;
- Expansion of shuttle systems;
- Installation of bus shelters and improved provision of transit information;
- Working with AC Transit to improve frequency and reliability of transit service;
- Promotion of bicycling as everyday transportation;
- Additional bicycle parking;
- Better management of the existing parking supply;
- Possible reallocation of existing parking to better serve users;
- Refining the Residential Parking Permit program to reduce abuse;
- Eliminating minimum parking requirements for housing; and
- Incentives for employees, students, and visitors to live locally.

Given that broad improvements to the local and regional transportation system require cooperation between different agencies, other planning studies have bearing on the Southside Plan's transportation and parking policies including: the South of Campus Circulation Study (which serves as background analysis for the Southside Plan) and AC Transit's Major Investment Study for the San Leandro-Berkeley corridor, which includes a discussion of light rail as a future option. These studies are described in more detail in the Related Planning Studies chapter.

The University completed two other studies related to parking and transportation: the Campus Parking Study, prepared by the Physical and Environmental Planning office and published in October, 1998, and the UC Berkeley Campus Parking Policy and Planning Options Study, prepared by Wilbur Smith Associates and completed in February, 1999. Additional information has been provided by the 1998 Warring St. Origin/Destination Study, sponsored by Lawrence Berkeley National Laboratories.

***2009 Update:** According to the 2020 LRDP, 70% of all University student housing is located in the Southside. The AC Transit Major Investment Study led to the BRT DEIS/R; both the MIS and DEIS/R are described in the Related Planning Studies chapter.*

III. EXISTING CONDITIONS

The physical environment of the Southside is typified by medium-scale buildings built to the sidewalk and a gentle sloping terrain, making the area highly walkable. The University campus and the Southside together have the highest densities of both employment and population of any neighborhood in Berkeley. There are 3,000 employees working in the Southside, approximately 13,000 University and affiliate jobs on the central campus, and 3,000 employees at the Lawrence Berkeley National Laboratory northeast of the plan area. The Southside's more than 11,000 residents live

primarily in “group quarters” such as residence halls, cooperatives, fraternities, and sororities.

The Willard and LeConte neighborhoods are located south of Dwight Way, and south of most of the Southside Plan area. Telegraph Avenue, the main auto and transit corridor which runs down the middle of the Southside, also is the boundary between the Le Conte and Willard neighborhoods, with Le Conte located west of Telegraph and Willard located east of Telegraph. They are primarily residential areas with a mixture of single-family and multi-family buildings but with increasing proportions of single family houses to the south. To the east of the Southside are the Panoramic Hill and the Dwight-Hillside neighborhoods, generally low-density areas on the eastern hillside. Their access to the rest of Berkeley is through the Southside. Farther to the southeast is the Claremont-Elmwood neighborhood, with the Derby-Belrose-Warring corridor running through it, providing access between the campus and the Caldecott Tunnel. The Southside merges into the Downtown to the west.



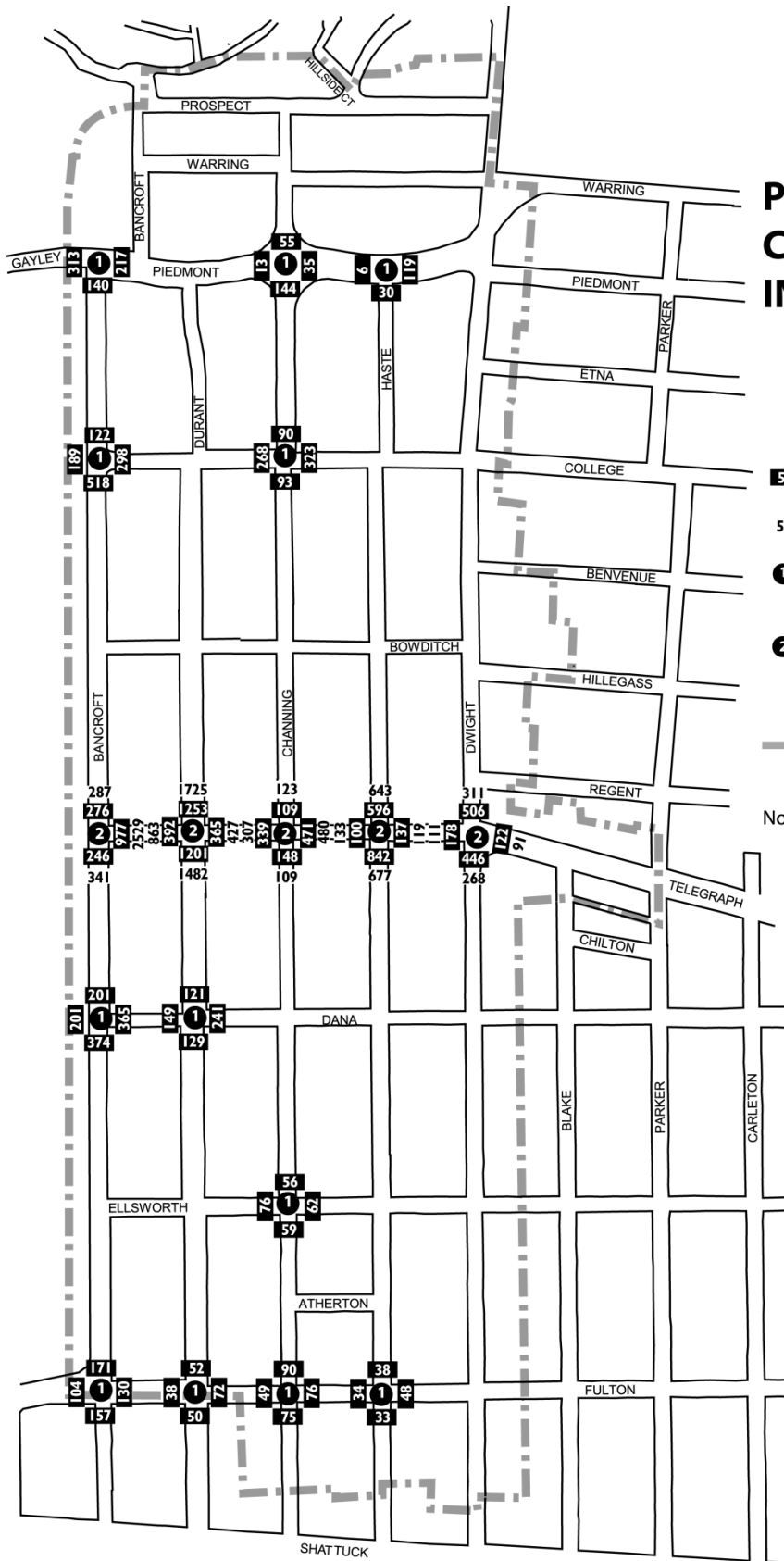
Typical pedestrian traffic on Telegraph Avenue sidewalks

A. Pedestrian Travel

The Southside is first and foremost a pedestrian neighborhood. The number of pedestrians crossing Bancroft Way at Telegraph Avenue rivals any downtown intersection in San Francisco. Indeed, the TDM Existing Conditions Report (2000) reported that more than 2,500 pedestrians pass through the intersection of Bancroft and Telegraph at peak hours. Pedestrian passageways, some lined with retail uses, bisect certain blocks. On certain weekend days Telegraph is almost impassable on the sidewalk, a condition that causes problems for disabled access.

Overall, it is estimated that about 17,000 students, faculty, and staff walk to campus each weekday.

The comfort and safety of the pedestrian in the Southside is of highest priority to the City and University. However, existing conditions are challenging to pedestrians. With the exception of Durant Avenue from Dana Street to Bowditch Street, the sidewalks are often narrow and many are in disrepair. And with the exception of Telegraph Avenue, there are few street trees on the commercial streets. For a highly traveled area, there is no directional signage in the area, nor are there informational kiosks or directories.



PEDESTRIAN COUNTS AT INTERSECTIONS

- 50** Evening Pedestrian Count
- 50** Midday Pedestrian Count
- 1** Counts conducted Week of 12/4/95
- 2** Telegraph Avenue Pedestrian Corridor Study, TJKM, 9/1/95
- Southside Study Area Boundary

Note: Counts conducted at one hour time intervals



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Map T- 1: Pedestrian Counts at Intersections, 1995

In addition, daytime auto traffic in the area is often intense and fast moving, facilitated by the area's one-way streets. The level of traffic undermines the pedestrian orientation of the neighborhood and poses real safety risks to pedestrians. The City of Berkeley's Bicycle and Pedestrian Task Force's Evaluation and Recommendations Report found that six intersections in the Southside are among the fifteen on the list of the "Ten Highest Pedestrian Collision Intersections" in the City.

These high hazard intersections are:

- Durant and Telegraph
- Bancroft and College
- Dwight and Telegraph
- Bancroft and Bowditch
- Bancroft and Dana
- Bancroft and Telegraph

All six intersections include one-way streets.

A parallel issue is pedestrian safety at night, a major concern of the City, University, student groups, and the Telegraph Area Association. This issue is discussed at length in the Public Safety Element.

***2009 Update:** According to the Draft Pedestrian Plan, forecasted pedestrian volumes in the Southside remain high, with over 2,000 pedestrians per hour along the Telegraph corridor between Parker and the University during the mid-day period.*

The Draft Pedestrian Plan uses pedestrian exposure analysis to help determine the intersections in the City which need additional work. This type of analysis studies both pedestrian and traffic volumes to evaluate pedestrian safety, rather than only reviewing the number of pedestrian accidents per intersection. While the Southside is still listed as an area of "key pedestrian risk" due to the substantial number of intersections with a high number of pedestrian collisions compared to the rest of the City, these intersections aren't judged as dangerous as other intersections when the pedestrian and traffic volumes are factored into the analysis. Four Southside intersections are listed in the top 50 "Signalized Intersections with the Highest Pedestrian Collision Rate": Fulton/Bancroft, Telegraph/Channing, Piedmont/Dwight, and Telegraph/Durant.

B. Automobile Access and Travel

The Southside is situated at some distance from the East Bay highway network. As Map T-2 illustrates, the nearest freeway entrances are approximately two miles away: Interstate 80 at University Avenue west of Downtown, Highway 24 at Telegraph, and Highway 13 at Tunnel Road. Thus drivers using these highways must access the area via major streets and corridors such as the Derby/Belrose/Warring corridor, Telegraph Avenue, Shattuck Avenue, Martin Luther King Jr. Way, Dwight Way, and University Avenue.

Among the streets leading to the Southside, only Telegraph Avenue (to Dwight Way), and University Avenue consistently provide four travel lanes. Once in the Southside, there is mainly a one-way grid pattern of streets, running north-south and east-west (see Map T-3).

In its 1996 South of Campus Circulation Study, Phase I, Fehr & Peers Associates found that service levels at several Southside area intersections are poor.

The City of Berkeley General Plan designates Dwight Way, Haste Street, Fulton Street (north of Dwight), Telegraph Avenue south of Haste, and College Avenue south of Dwight Way as “major streets” for the movement of automobiles, trucks, buses, pedestrians and bicycles across the city, connecting to the regional transportation network. The rest of Telegraph and College Avenues, and Bancroft Way, Durant Avenue and the Derby/Belrose/Warring corridor are considered “collector streets,” for the movement of automobiles, buses, pedestrians, and bicycles between neighborhoods and across the city. The General Plan designates all other streets in the Southside as “local streets,” for slow moving traffic, bicycles, and pedestrians traveling within a neighborhood.

Finally, it should be noted that all five east/west streets in the Southside, as well as Telegraph and College Avenues, have been designated as emergency access and evacuation routes. According to the General Plan, these streets must be maintained for emergency access and emergency evacuation in case of a major disaster, such as wildlands fire, reservoir rupture or hazardous materials release. These streets have been so designated because they provide the only direct access to Berkeley’s southern hill neighborhoods.

FREEWAY NETWORK

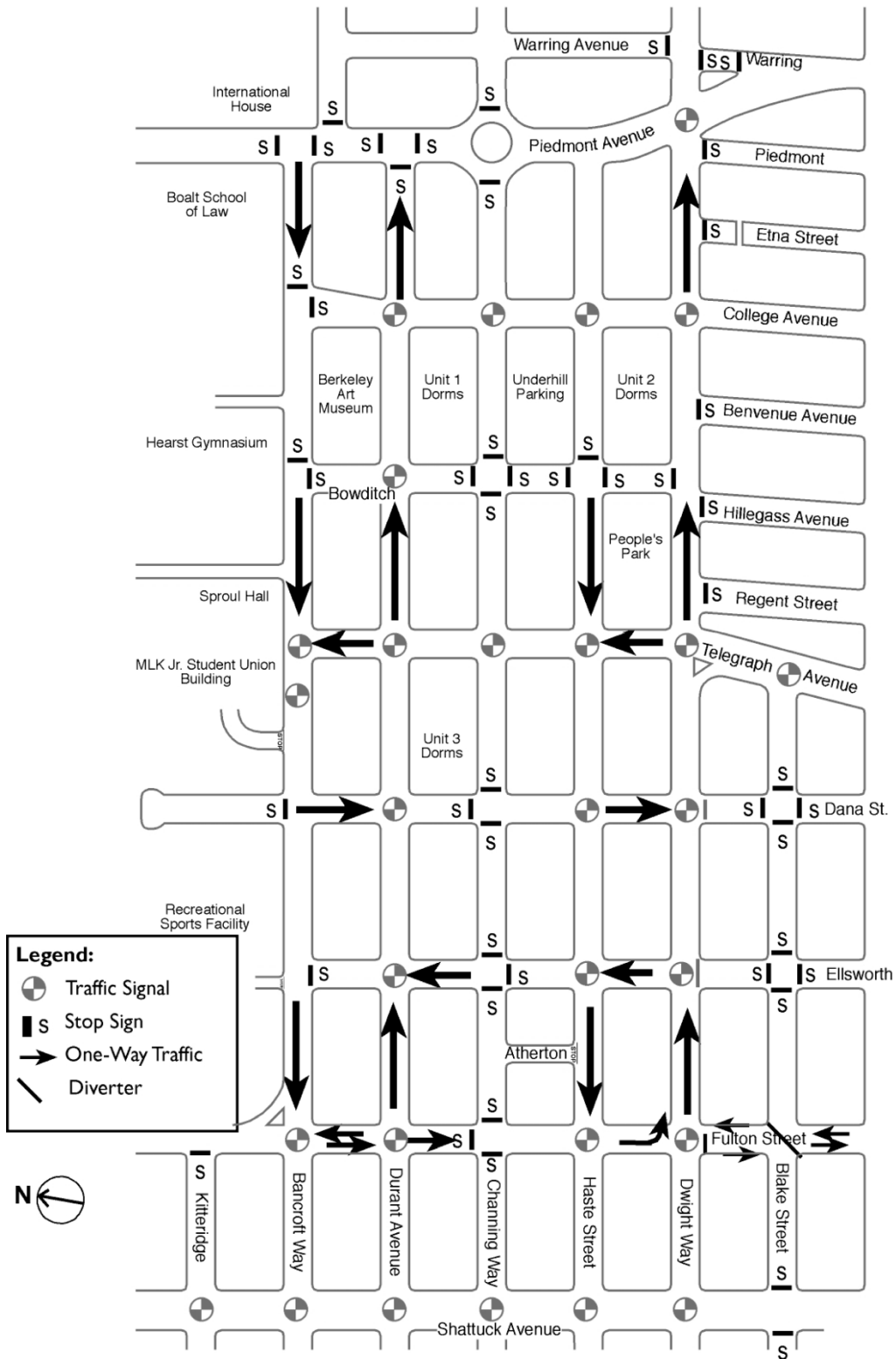


Map T-2: Freeway Network



Bicycle parking in the Southside

EXISTING DIRECTION OF SOUTHSIDE STREETS



C. Bicycle Access and Travel

According to the City of Berkeley's Bicycle Plan, nearly 4,000 persons in Berkeley bike to work every day, in addition to those adults and children who bike for pleasure and errands. According to the 2000 Census, 5.6% of Berkeley workers bike to work, the highest rate in Alameda County, and greatly exceeding the Bay Area average of 1.1%. Many students at the University use the bicycle as their primary means of transportation.

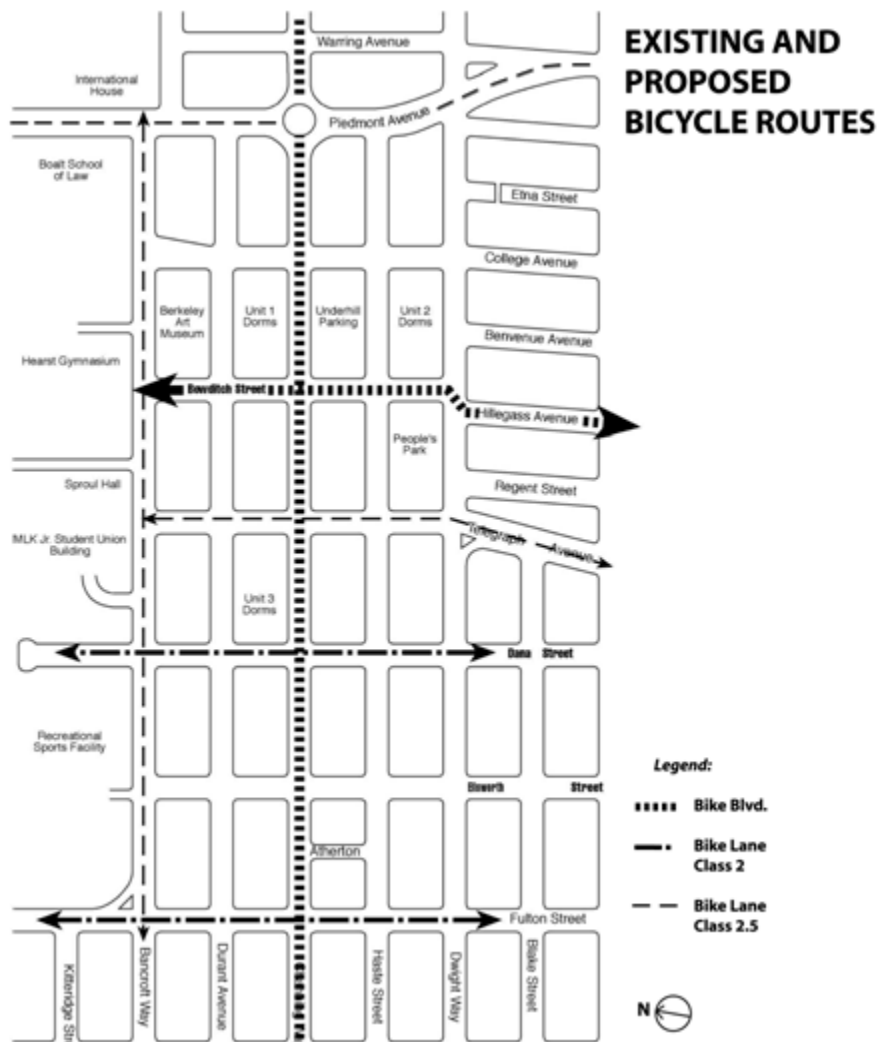
Despite the high level of cycling, conditions in the Southside are not ideal for bike riders. Some of the streets are narrow, typically 36 feet in width, with barely enough room for traffic and parking, let alone bike lanes. As most bicyclists have the same origins and destinations as motorists, most bicyclists share the roadway with auto traffic. Cyclists often ride the wrong way on the Southside's one-way streets to avoid circuitous routes of travel through the neighborhood. In addition, there is a general shortage of bike parking in the Southside, particularly in and around the Telegraph commercial district.

The City of Berkeley Bicycle Plan recommends several improvements to the bicycle system in the Southside. As Map T-4 indicates, the Bicycle Plan designates Channing Way from Piedmont Avenue all the way to Fourth Street, and Bowditch Street from Bancroft Way to Dwight Way continuing on Hillegass Avenue to the Oakland border, as "Bicycle Boulevards." Bicycle Boulevards are intended to serve as Berkeley's primary bikeways and allow for the free-flow travel of cyclists (while also allowing autos). Non-local auto travel is typically discouraged from traveling on these streets. Bicycle Boulevards have been modified to enhance usability and the safety of bicyclists with amenities such as pavement legends, signage, traffic calming, and traffic signals when appropriate to assist cyclists in crossing major streets.

The Bicycle Plan designates Dana Street and Fulton Street in the Southside as "Class 2 bike lanes" which means that these streets should, to the extent possible, include a striped lane for the exclusive use of bicyclists. Dana Street currently has a bike lane. Telegraph Avenue, Bancroft Way and Piedmont Avenue were designated by the City of Berkeley as "Class 2.5 Bikeways" (Class 3 (shared) roadways according to Caltrans), and will receive additional improvements, such as signage, repaving, and signal retiming, to make travel by bicycle convenient and safe.

In 2002, the University constructed a north-south bicycle route in the western portion of the campus, from Dana Street on the south side of campus to Arch Street on the north, providing a direct connection to the City's bicycle system. The campus is also seeking funds to build a second north-south path, connecting College Avenue on the south with Euclid Avenue on the north. A system of east-west shared use paths and roadways is already in place.

In addition, the University has responded to a marked increase in bicycle travel and the related bike parking needs by adding additional bicycle racks throughout campus. The City will be adding bike racks at key locations in the Telegraph retail district in the near future.

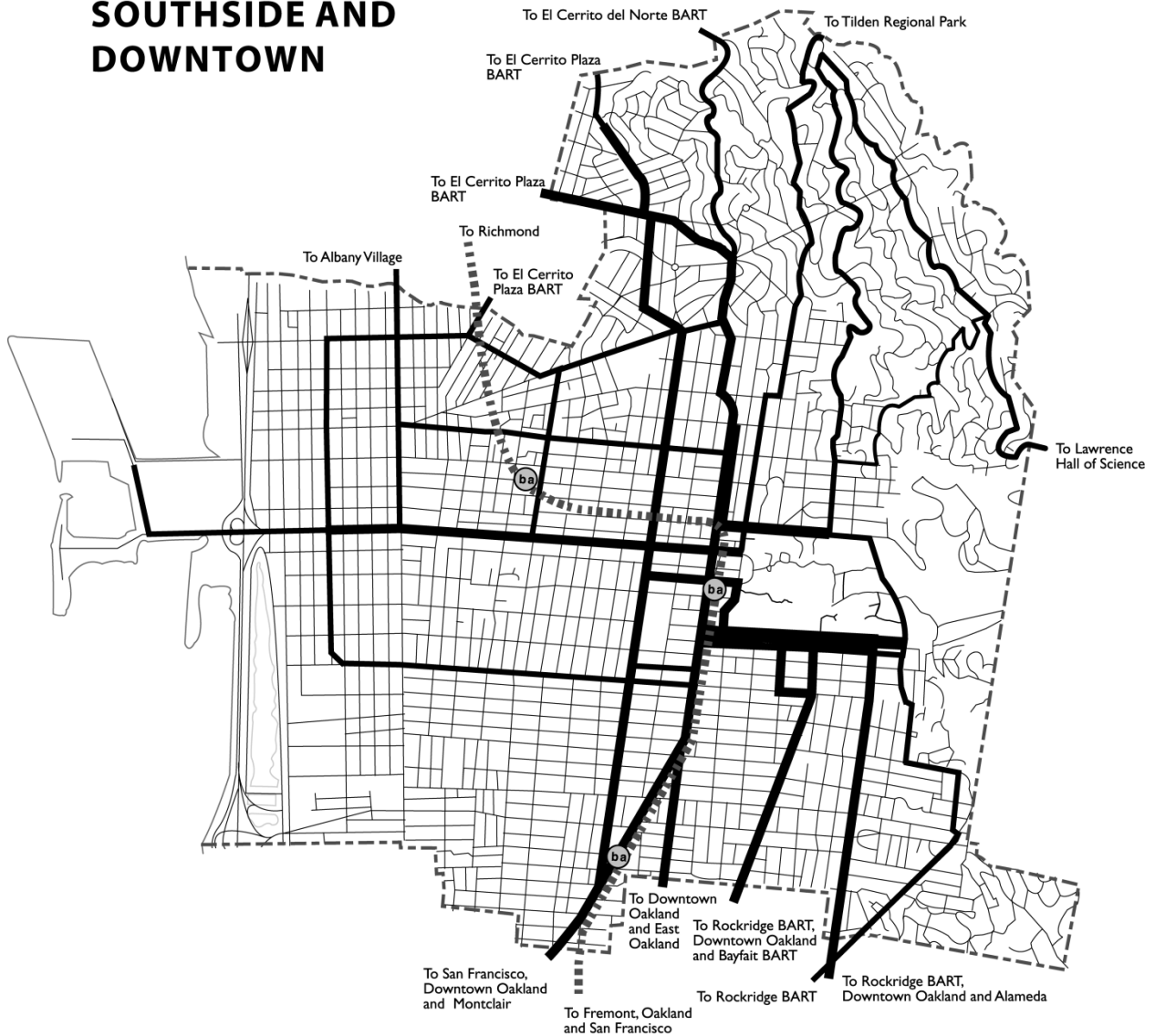


Map T-4: Existing and Proposed Bicycle Routes, 2003

2009 Update: According to the 2020 LRDP and the UC Bike Plan (2006), bicycle volumes entering the campus from the Southside are expected to increase between 8% and 9%. The 2006 UC Bike Plan has a number of Campus Bicycle Network Goals, including connecting campus bikeways with City bikeways and transit, and creating primary bikeways that facilitate access between the City and campus. The Bike Plan's map of bicycle networks on campus shows that College Avenue and Euclid Avenue are now connected with a primary bikeway.

In terms of bicycle parking, the City added bike racks in the Telegraph retail district in 2007, and plans to add more in 2009. In addition, the City retrofitted some unused parking meters on Bancroft between Fulton and Piedmont with new post-and-ring bike racks. The University's Bike Plan proposes that additional bike parking will be added in connection with new buildings, new parking garages, and major building remodels in order to accommodate the anticipated growth in bicycle volume.

AC TRANSIT LINES SERVING THE SOUTHSIDE AND DOWNTOWN



Legend:

- Bus Line
- - - - -** BART Line
- (ba)** BART Station

Note: Map omits bus routes that do not serve the study area.

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Map T-5: AC Transit Lines Serving the Southside and Downtown, 2003

D. Public Transit and University Shuttles

Both Downtown Berkeley and the Southside were first developed in the 19th century around streetcar lines. Downtown in particular has remained at the center of Berkeley's public transit network.

Transit service faces a physical constraint on Telegraph Avenue north of Dwight Way. Telegraph is a one-way (northbound) street heavily used by delivery trucks serving businesses on Telegraph, as well as by other vehicles. Traffic congestion on Telegraph Avenue slows the progress of buses, which, because they are so large, have even more difficulty navigating around double-parked vehicles than do passenger cars. In addition, amenities for bus riders are lacking. Lack of bus shelters and transit information (maps and schedules at bus stops) discourages bus ridership. Introduction of information postings and bus shelters will help remedy this.

The Southside and Downtown Berkeley are very well-served by transit. AC Transit serves the Southside with six or seven lines; four more converge in downtown Berkeley for a total of 11 lines serving most parts of Berkeley, as well as parts of Albany, Kensington, El Cerrito, Richmond, Oakland, and San Francisco. The Southside is less than one mile from the Downtown BART station, less than two miles away from the Rockridge Station on College Avenue in Oakland, and just under two miles from the Ashby Station on Adeline Street.

UC Berkeley operates a number of shuttles that together provide approximately 4,000 daily rides: the daytime perimeter shuttle, the hill shuttle, a night safety shuttle, and shuttles to the Richmond Field Station and Albany Village. In the summer of 1999, the campus instituted an experimental counter-clockwise shuttle, "the Southside Shuttle," from the BART station and up Durant, cutting the travel time for people traveling from Downtown to the Southside in half.

The campus pioneered the use of natural gas buses in collaboration with the Bay Area Air Quality Management District. Currently, the campus shuttle fleet of eight full-sized buses consists of three diesel and five natural gas buses.

***2009 Update:** Shelters, along with maps and bus schedules, have been installed at some bus stops in the Southside. Six AC Transit lines now serve the Southside, and nine more converge in Downtown, providing 15 lines to serve the Southside/Downtown area. A Rapid Bus (1R) now runs down Telegraph, connecting the Southside to Downtown Oakland. Plans for Bus Rapid Transit (BRT) to run through the Southside along Telegraph are still being considered.*

UC currently operates five daytime shuttles, two of which, the R and the P, serve the Southside. The "Southside Shuttle" no longer exists, but the R shuttle travels around the campus in a similar counter-clockwise fashion, so travel from Downtown to the Southside is a direct trip.

E. Travel Patterns

Travel and traffic patterns in the Southside are affected by a complex set of regional, subregional (East Bay) and local factors. Travel patterns also vary by time of day, day of the week, and when the University is in session.

A number of factors work to reduce motor vehicle traffic in the Southside below the level that the number of jobs, students, and residents in the area might otherwise generate. Thousands of students and workers live close enough to school or work to reach it on foot or by bicycle. Transit is also an (increasingly) important mode of travel. Only 46% of employees (University and other) in the overall Southside/campus/Downtown Berkeley area drive alone to work, the lowest percentage in the East Bay. Southside stores and restaurants also draw a great deal of their clientele from people living, working, and/or going to school in the Southside and campus area. In addition, the growing use of the Internet, particularly in a highly educated community such as Berkeley, means that people can increasingly access information, goods, or services without making a physical trip.

Yet other factors tend to generate auto trips into and through the Southside. The University, other institutions, and Southside businesses are important destinations for the region as a whole. Trips to the Southside from the inner East Bay subregions of Northern Alameda County and Western Contra Costa County (or roughly Crockett through Oakland) are particularly important. While some areas in the East Bay have effective and well-used transit to the Southside, others do not. In addition, the many non-commute trips to the Southside for entertainment, shopping, or other purposes are more likely to be made by auto, especially if they originate relatively far from the Southside.

As mentioned previously Southside is not only a destination, but a travel route to other points in the Berkeley area. Southside streets, particularly the Bancroft/Durant and Haste/Dwight pairs, serve as major east-west routes through Berkeley. This role is accentuated by the frequent congestion on the major alternative east-west route: Ashby Avenue. In addition, there are no east-west major or collector streets for the relatively long distance of some 2/3 of a mile between Ashby and Dwight. Moreover, two major north-south streets serving North Oakland and Southeast Berkeley, Telegraph Avenue and College Avenue, end at the UC campus, forcing through traffic onto east-west streets in the Southside.

The most detailed data measuring drivers' origins and destinations is the Warring Street Origin/Destination study, conducted by interviewing drivers on Warring Street in fall 1998 on behalf of Lawrence Berkeley National Laboratory. That study found that only 6% of the (all day) northbound traffic on Warring Street was headed for a destination outside Berkeley, and 11% of the southbound traffic on Warring originated outside Berkeley. UC Berkeley was the destination of 37% of the northbound traffic, and the origin of 27% of the southbound traffic. However, patterns varied sharply by time of day: in the "AM peak" or "rush" hour, 70% of northbound traffic was destined for the University (the corresponding southbound PM peak figure was 43%). North Berkeley

was the origin or destination of more than 20% of traffic, while Downtown Berkeley was the origin or destination of 15% of traffic.

Available data indicates that Berkeley commute patterns have remained centered on the inner East Bay, despite the suburban expansion of recent decades. The most comprehensive data is available at the subregional level, which includes Berkeley, Albany, Emeryville, and North Oakland. In 1970, 44% of people who worked in the subregion also lived in it, and thus commuted to work within it. In 1990, the figure was marginally lower at 40%. In 1970, 79% of the people who worked in the area lived in the East Bay corridor between Pinole and Oakland. By 1990, this figure had fallen only slightly to 73%.

University students and staff appear to have mirrored these patterns. In 1996, 76% of UC faculty and staff lived in the Pinole-to-Oakland East Bay corridor. In 1990, residents of this corridor made up a virtually identical 77% of the UC workforce. It is unclear how many UC faculty and staff live within the subregion because published data does not distinguish North Oakland from other areas of Oakland. In 1996, 37% of faculty and staff lived in Berkeley, Albany, and Emeryville, with an additional 17% in Oakland. Students are highly concentrated locally, and have maintained their percentage of residence in Berkeley over time. The 1998 Campus Parking Study indicates that 70% of UC students lived in Berkeley in 1980, 72% in 1996.

Commuters whose destination is the Southside are largely University-related. More than 30,000 people come to the campus daily, arriving by many modes of travel. The drive alone rate for students is extremely low, measuring approximately 16% of the student population. Auto use increases with age of student, so that upper division and graduate students have increasingly higher drive alone rates; auto use among students is also impacted by distance of residence from campus, and employment in a non-UC job. Of students driving to campus in 1997, only 39% parked in a UC structure, 31% used unpaid parking off the campus, and 29% used paid parking off-campus. A decline in the proportion of students using unpaid parking, from 39% in 1988 to 32% in 1997, may reflect increased residential permit parking zones and/or increasing competition for free parking

Table T-1: Student Travel Modes

Mode of Travel	Percent of Students
Walk	53%
Transit	14%
Other (including bicycle)	14%
Carpool	3%
Drive Alone	16%
Total	100%

Source: Campus Parking Study, 1998

Table T-2: Campus Population and Daily Attendance (fall, 1996)

Type	Total Headcount	Daily Peak Attendance
Students	29,797	20,858
Faculty/Teaching Positions	1,759	1,319
Other Academic	1,736	1,042
Post-docs/Visiting Scholars	1,975	1,185
Staff	7,698	6,158
Visitors or Vendors	1,200	290
Total	44,165	30,852

Source: Campus Parking Study, 1998

with non-campus users. In a 1999 survey of a random sample of students sponsored by the Associated Students of the University of California (ASUC), 88% of students indicated that they would like to live close to campus without a car; of those students who have cars, 78% would prefer to live close to campus in “livable,” “affordable” housing without a car.

Corridor	Percent of Commuters
I-80 from Albany north	10.5%
I-80 from Emeryville South	4.6%
Highway 13	9.6%
Highway 24	14.9%
I-580	6.8%
Local Streets	53.5%
Total	100.0%

Source: UC Berkeley Campus Parking Policy and Planning Options study, 1999

About 59% of staff and 65% of faculty drive to campus, most driving alone, according to the 1996 Faculty/Staff survey. Auto use has been decreasing. The Campus Parking Study indicates that in 1996 65% of faculty commuted by auto, compared to 70% 11 years earlier; in 1996, 58% of staff commuted by car, compared to 70% eleven years earlier. Approximately 41% of faculty and 27% of staff live in Berkeley, with a trend for both increasingly to live outside Berkeley. Factors such as increasing permit costs, successful trip reduction efforts, and diminished supply may account for these reductions.

2009 Update: *The most recent transportation and parking studies conducted for the Southside area are the Staff/Faculty Transportation and Parking Study (2006) and the Student Transportation Survey (2005). These studies show that the general housing and transportation trends today are similar to those in 2003. The majority of UC faculty and staff continue to live in the Pinole-Oakland corridor, but fewer (30% compared to 37% in 1996) live in the cities of Berkeley, Albany, Emeryville, and Oakland. The percentage of students living in Berkeley has not changed; according to the 2005 survey, 72.5% of UC students live in the city. The trend of staff and faculty commuting alone by car continues to decline; 47.1% drive alone to campus according to the 2006 survey. Student auto use also shows a decline: 8% in 2005 compared to 16% in Table T-1.*

F. Parking in the Southside

The City and University are the two primary providers of parking in the Southside. In addition, many religious institutions and private parking companies provide some amount of public parking in the area. All told, there are nearly 3,700 Southside parking spaces (available for public parking or long-term commuter parking), not including the nearly 1,500 on-street parking spaces that are available to the public.

The City’s share of the area’s parking includes the 430 space Telegraph/Channing Garage (just west of Telegraph Avenue between Durant Avenue and Channing Way) and approximately 1,500 on-street spaces. The City has no current plans to expand or reduce its parking supply in the Southside.

Table T-4: Standard Daily Parking Cost Comparison, 1999

Parking Location and Facility	Daily Rate	Monthly Rate
Downtown		
Center Street Garage	\$12	\$115
Great Western Garage	\$12	\$115
2020 Kittridge Garage (upper)	\$12	\$125
2020 Kittridge Garage (lower)	\$12	\$150
Southside		
Telegraph/Channing Garage	\$12	\$115
Bancroft Center Garage	\$13	n/a
University		
Central Campus	\$10	\$74
Faculty/Staff	\$5	\$54
Student	\$5	\$49

Source: UC Berkeley Parking and Transportation Division and City of Berkeley Finance Department



The City-owned Telegraph/Channing Parking Garage.

Virtually no on-street parking in the Southside is available for more than two hours during the daytime, Monday through Saturday. The City's on-street spaces, other than loading zones, are generally either metered (570 spaces) or restricted to two-hour

parking for cars without a Residential Parking Permit (850 spaces).

Approximately 24% (1,800) of the University's 7,400 parking spaces (including both marked and attended space) are located in the Southside. The majority of these parking spaces are in four parking lots: Anna Head, Underhill, Bancroft near Fulton (at the Tang Center) and the lot below the tennis courts at Channing and Ellsworth. The vast majority of University parking (88%) is allocated as commuter spaces, while small proportions are provided for student

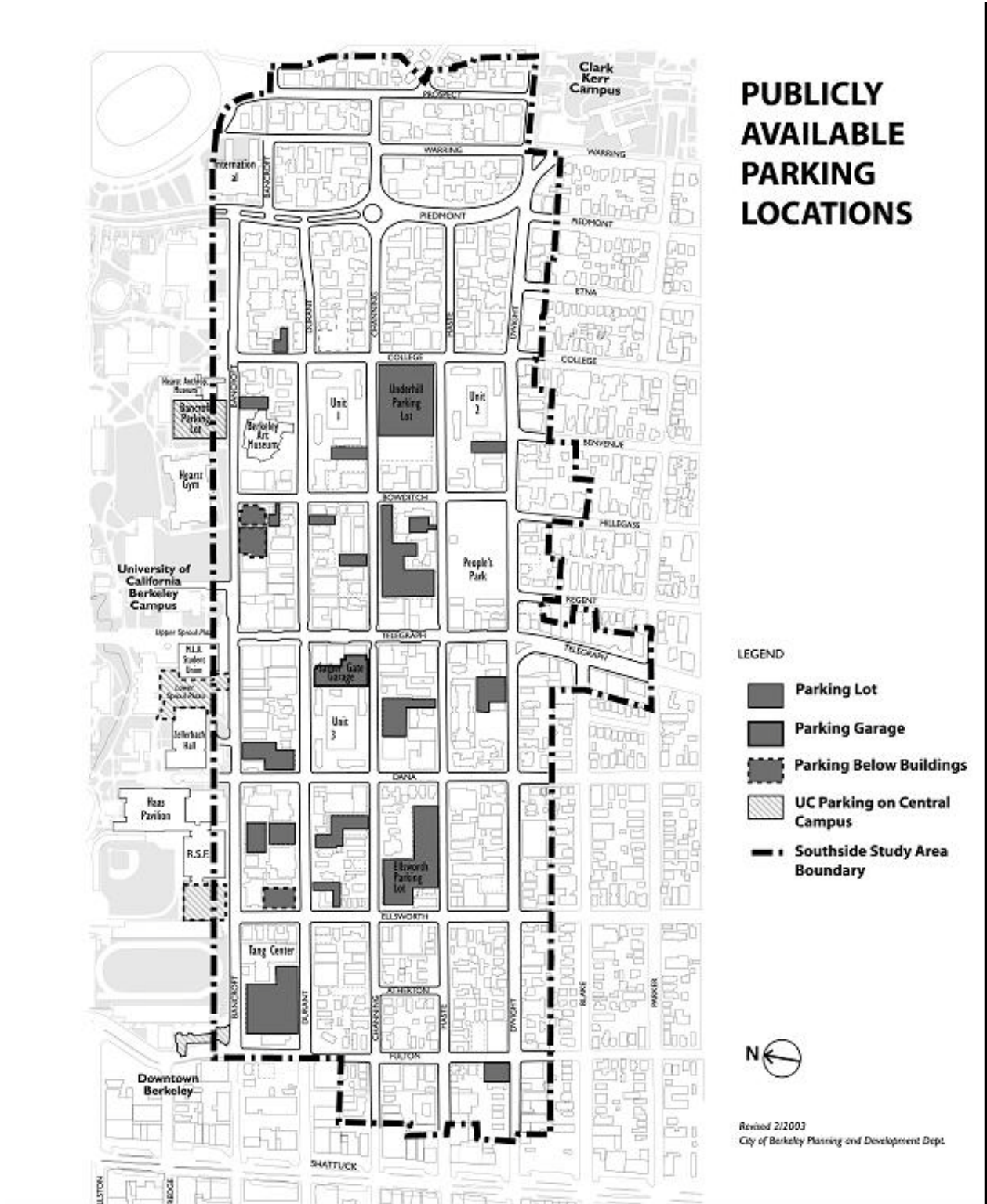
Table T-5: Total Parking Supply in the Southside by Landowner - 1999⁽³⁾

Includes both public and restricted parking spaces

	Striped Spaces	Attendant Spaces (Valet Spaces)	Subtotal
University owned ⁽¹⁾	1443	371	1814
City owned ⁽²⁾	430	0	430
Church or other non profit	477	47	524
Privately owned	620	49	669
Subtotal	2970	467	
TOTAL NUMBER OF PARKING SPACES			3437

Source: City of Berkeley and the Telegraph Area Association Parking Inventory (September 1999)

Note: ⁽¹⁾ The University owns another 890 parking spaces on the Central Campus with entrances off Bancroft Way and Piedmont Avenue.
⁽²⁾ The City parking figures do not include on-street parking. The City also oversees 570 metered parking spaces and 850 residential parking permit spaces in the Southside.
⁽³⁾ This table excludes private parking on residential properties.



Map T-6: Publicly Available Parking Location - 2003

residents (5%), visitors (4%), and service and delivery needs (3%). Tables T-6 and T-7 provide a summary of University parking facility capacities.

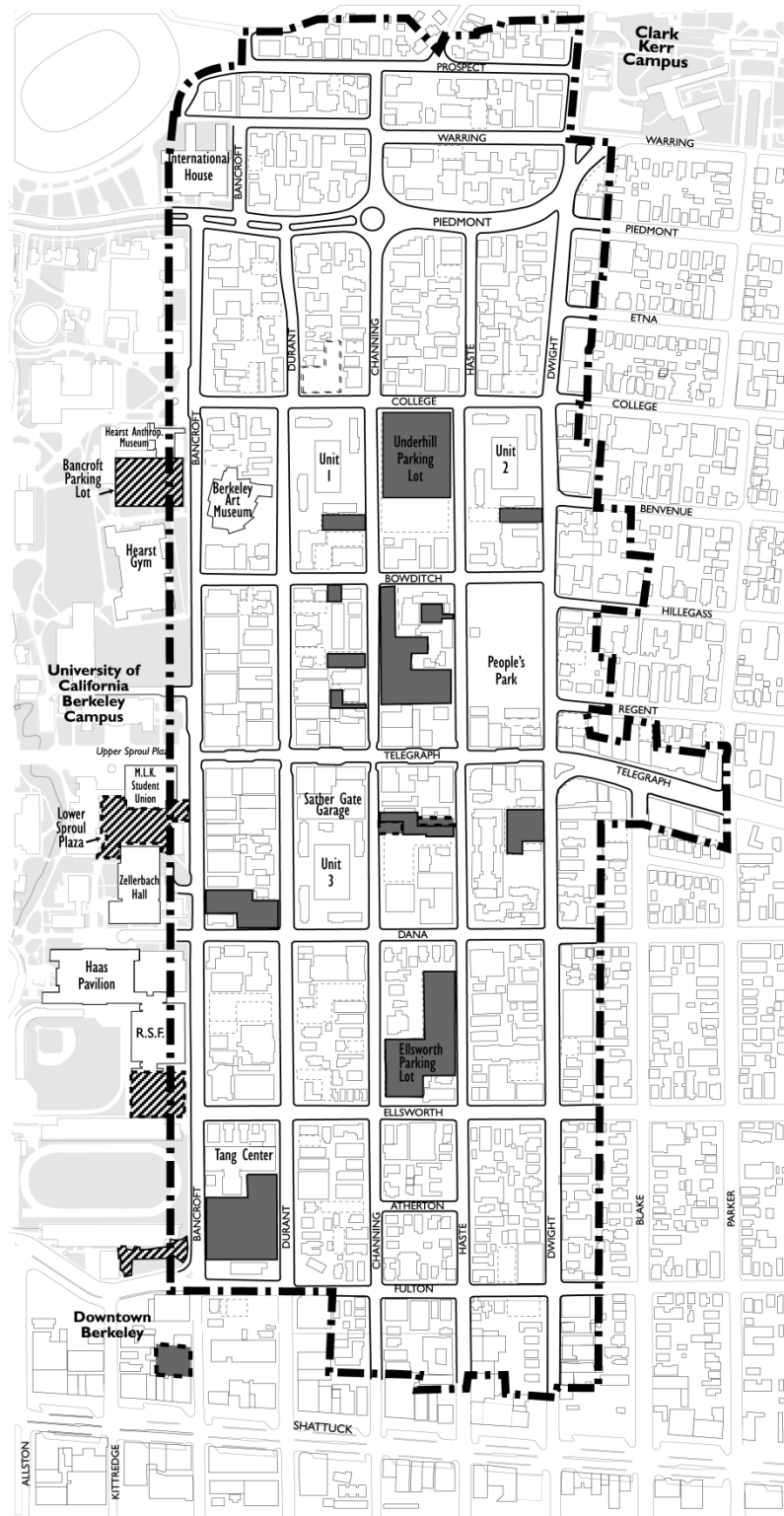
The City's parking policies in the Southside and elsewhere are based on a well-established relationship: in general, the more that parking is available in an area, the more people will drive to it. This is particularly true when there is high demand to travel to a given area.

The relationship between parking and automobile use is not a simple, straight line relationship. It is affected by many other factors, including the level of congestion in reaching the area, the price of parking in the area, and the availability of other transportation modes to the area.

The City seeks to find the balance point of "just enough" parking in the Southside, between the problem areas of "not enough" parking or "too much" parking. This balance cannot be determined by mechanical application of "parking need" ratios. These ratios have generally been developed in and for suburban areas which lack the transit service, non-automotive mode use, or congestion which is found in the Southside. This balance can only be struck by a careful analysis of what is appropriate for the Southside. The Transportation Demand Management (TDM) Study provides this analysis, as well as suggesting how existing parking can be better managed and more fully used.

One way that the City seeks an appropriate balance of parking is through providing the "right kind" of parking. The City orients its parking to short-term and resident-oriented uses. This is because commuters (who would be all-day parkers) generally have more practical choice of non-automotive modes than do shoppers and short-term visitors. Experience, including the trip reduction efforts of the University, has shown that there is greater likelihood of shifting commuters' than shoppers' travel modes. This emphasis is reflected in policies in the General Plan, which call upon the City to emphasize short-term parking.

CAMPUS PARKING LOCATIONS



LEGEND

- UC Parking Lot
- UC Parking Below Buildings
- Parking on UC Campus adjacent to Bancroft Way
- Southside Study Area Boundary



Revised 2/2003
City of Berkeley Planning and Development Dept.

Map T-7: Campus Parking Locations - 2003

The balance between "too much" and "not enough" parking changes by time of day and is affected by the price of parking. Paid public parking in the Southside is generally readily available at night or on the weekends, except when there are performances at Zellerbach Hall or basketball games in the Haas Pavilion. The City has now established a nighttime flat rate of \$2.00 at the Telegraph/Channing Garage, paralleling its practice at the Center Street Garage in Downtown. Most University parking lots in the area are available to the public for a flat rate of \$5.00 on evenings and weekends; the Anna Head lot offers parking by the half hour on evenings and weekends. Merchants say, however, that the cost of after-hours public parking in University parking lots is too high and that the signage in the University parking lots authorizing public parking is confusing. In addition, the City's signage directing visitors to public parking is often insufficient and confusing.

Public parking, particularly short-term parking, is not readily available around midday on weekdays in the Southside (this is a general finding of the TDM study; parking is available at other times of day). Merchants, street artists, and cultural venues such as the Berkeley Art Museum/Pacific Film Archive are particularly hard hit by the lack of short-term parking during the week. At the Telegraph/Channing Garage, the City has reduced short-term parking charges (25 cents for the first hour), increased all-day rates, and reduced the number of monthly parking spaces from 150 to 105.

The City, along with numerous community members, is also concerned about the potential effects of the proposed net addition of some 690 parking spaces by construction of a parking structure at the "Underhill" site, along College Avenue between Channing Way and Haste Street. The City is not only concerned about the potential trip-inducing effects of the project, but also about its location near two congested corridors, along two designated bicycle boulevards and abutting a distinctly residential subarea of the Southside.

***2009 Update:** The main change to parking in the Southside is the completion of the Underhill garage in 2007. It now has 998 parking spaces, a net increase of 558 spaces. UC's 2020 LRDP allows up to 600 new parking spaces in the Southside and 600 spaces on campus by 2020.*

G. University Trip Reduction Programs

While many University constituents desire additional campus parking, the Berkeley campus also supports a diverse and vital incentive program to reduce single occupancy vehicle ridership among students, faculty, and staff. In addition to the extensive campus shuttle system that connects the major transit stops at Downtown Berkeley (BART, AC Transit) to the central campus and perimeter, the University adds a \$36 fee on every issued parking permit to support campus transit programs.

Incentives for vanpools and mini-vanpools (eight or more passengers) include vanpool cost subsidies, reserved van parking and participation in a guaranteed ride home program. Currently, the campus supports seven vanpools and mini-vanpools. Employees carpooling with just one other person can reduce by about half the cost of a parking permit, and the reductions increase with additional riders. A carpool of five University employees may be allowed to park for free. There are currently 51 staff carpool registrations and 46 student carpools.

Table T-6: Distribution of University Parking, 1999

Location	# of Striped Spaces	# of Attendant Spaces	Total Spaces	Percent of Total
Central Campus				
Northeast Quadrant	174		174	
Northwest Quadrant	503		503	
Southeast Quadrant	492	60	552	
Southwest Quadrant	663	97	760	
Subtotal	1832	157	1989	27.0%
Southside	1443	371	1814	24.0%
Hill Area*	1832	125	1957	26.0%
Downtown/Oxford Track	416	68	484	6.5%
Northside	855	270	1125	15.0%
Other	133		133	2.0%
Total Campus	6511	991	7501	100.0%

*Includes Clark Kerr Campus
Source: Campus Parking Study, 1998

Table T-7: University Parking in the Southside, 1999

Location	# of Striped Spaces	Attendant Spaces	Total
Anna Head Lot	238	50	288
College/Durant	66		66
Underhill	325	115	440
Bancroft/Fulton (Tang Center)	232	54	286
Ellsworth/Channing	271	112	383
Haste/Channing (Cleary Hall)	37		37
Dwight Way (at Telegraph)	26		26
Dana/Durant (near Stiles Hall)	84	40	124
Epworth (east)	27		27
Epworth (west)	10		10
Unit I Lot	35		35
Shorb House Lot	8		8
Bowditch	1		1
Unit II Lot	21		21
Miscellaneous	62		62
Total	1443	371	1814

Source: Department of Parking and Transportation

BART or AC Transit passes are available to campus employees on a pre-tax basis (as are parking permits). As of December 1999, approximately 150 UC employees purchase tickets on a monthly basis through this option. Through Berkeley TRiP, the campus offers additional \$6 discounts on monthly purchases of transit passes to employees and incentives to new employees include six \$15 monthly discounts on any transit ticket or pass. The transit discount pass also allows free rides on campus shuttles. Approximately 800 University employees annually take advantage of these discount programs.



AC Transit bus stop on Bancroft Way

As of October 2002 over 27,000 students (approximately 85% of the student body) have picked up an AC Transit Class Pass. In exchange for a self-assessed \$34.20 fee each semester on all Berkeley students, students have unlimited access to routes in the East Bay and to San Francisco, as well as campus shuttle routes. The drive alone rate for students decreased from 15% in 1997 to 11 % in 2000; whether this is a direct correlation to the Class Pass is unknown.

The campus has reduced parking for residence hall residents, developed extensive informational programs for students, staff, faculty, and season ticket holders for sports and other campus events, and developed material to support flexible work hours and programs. A shuttle service serves the BART station and Memorial Stadium on football game days. An occasional parking program has been developed to discourage purchase of regular parking permits by individuals with only occasional need. Participation is limited to those without a parking permit: currently about 10 students and 180 employees use the program.

Annually, approximately 938 bicycles are registered through the UC police, representing only a proportion of those who use bicycles as a means of transit to campus. To further encourage use of alternative modes, the campus runs the Berkeley Lock Program, providing a \$15 subsidy toward a high quality lock.

The University has also been active in improving conditions for pedestrians traveling to and from the campus. The University wrote the application for ISTEAF funds for the Center Street improvements, which was awarded to the City in 1995. A total of over \$725,000 in matching Federal-City-University funds was eventually spent in transforming the route from the downtown Berkeley BART station to the campus into a pedestrian-friendly (and café-filled) experience.

2009 Update: *The Berkeley TRiP store closed in 2003. However, the University continues to have an active trip reduction program. In addition to the Class Pass, students can buy discounted BART passes. Staff and faculty have a number of transit incentives: the Bear Transit allows free shuttle rides, the Bear Pass allows unlimited rides on AC Transit, and the Guaranteed Ride Home Program gives transit users a ride home in case of personal emergencies. Students, staff, and faculty that carpool can park on campus in reserved spaces at a discounted rate.*

H. Alternative Transportation Programs: Improving the Balance

Despite efforts by both the University and the City to encourage non-automotive transit to and from the Southside, there is still much more to be done by both. The transportation system, not only in the Southside but throughout the Bay Area, favors the single- occupant automobile. The structure of incentives and subsidies for automobile travel is such an integral part of the regional and indeed national transportation system that they are often invisible. It is necessary to make the alternatives to driving easier to use and more appealing whenever possible.

Fortunately, Berkeley in general, and the Southside in particular, are far less auto-oriented than most of the Bay Area, due in large part to the rich panoply of non-automotive travel resources available in the area:

- The Downtown Berkeley BART station is one block from the west edge of campus;
- Eleven AC Transit lines come within one block of campus;
- The University and Lawrence Berkeley National Laboratory operate well-used shuttle systems;
- Bicycling is a viable and well-used mode of transportation, accommodated through designated bike routes and growing amounts of bike parking; and
- Walking is also an important commute mode, especially for students, thousands of whom live in the predominantly multi-family (and group quarter) neighborhoods near the campus.

Indeed, as reported earlier, the largest percentage of “commuters” (students) in the Southside arrive to their daily destination by walking. The 1990 Census confirms that the car ownership rate in the Southside is the lowest in Berkeley; 52% of the population living in households in the Southside does not own a car. Given that the area also has thousands of residents living in “group quarters” such as dormitories, fraternities, sororities, and co-ops (as opposed to households), almost none of whom own cars, the per capita car ownership rate in the Southside is even lower. Students who live in residence halls are not permitted to bring their cars to campus, except under special circumstances. A conservative estimate would be that over 70% of Southside residents do not own cars. This estimate is consistent with ASUC survey data which found that 64% of all students (including those living outside Berkeley) do not have cars locally.

Whatever their view of the role of the auto in the community, and the impact of parking in the neighborhood, most stakeholders in the Southside neighborhood, including the City and the University, agree on the importance of making other methods of travel safer, cheaper, faster and more pleasant. The City and the University have been working to improve alternative modes of transportation to and from the Southside. Along with AC Transit, both institutions are engaged in, or commencing, a number of initiatives to help reduce automobile travel and achieve a better balance between all transportation modes:

Reducing transit costs: The most important reduction of transit costs has come through the University's highly successful AC Transit Class Pass Program created in 1999. This program has led to an increase in student transit use and a reduction in student parking demand. The City of Berkeley has created an EcoPass program with AC Transit for City of Berkeley employees. It is hoped that this program will include other area employers as well and include BART along with AC Transit. The TDM study calls for an EcoPass program for UC employees and other Southside employees.

Improving and simplifying transit service: A number of transit service upgrades are planned. The University is testing a two-way shuttle system from the Downtown Berkeley BART around the campus, making a fast shuttle trip from BART to the Southside possible. AC Transit recently improved service on a number of lines serving campus, such as the 52 to Albany Village and the 64 to Rockridge, in part to respond to expected demand increases from the Class Pass. The F line to San Francisco now loops around the campus, providing all-day transit to Downtown San Francisco. Weekend service has been restored on other lines. The City and University have participated in AC Transit's Major Investment Study that analyzed potential upgrades to service from Oakland along the Telegraph and College corridors to the Southside and Downtown Berkeley.

Providing information about transit: Often people who do not use transit state that they do not know how to get from their origin to their destination on transit. Berkeley TRiP, a joint City and University project, is one of the region's best providers of transit information and transit tickets at its store and through its mobile outreach vans. At a regional level, the Travinfo web site and telephone information line make information on all Bay Area transit systems available from a single source.

Improving bicycling conditions: The University and the City are both working to increase bicycle parking in the Southside, and to improve the bicycle network. The University has developed one new north-south bike route across campus. The City has begun planning for the bicycle boulevard network approved as part of the Bike Plan.

Bringing more residents to the Southside: The University has a number of student housing projects in the Southside either built, under construction, or in the planning stage. In 2002, the University completed one Southside student housing project at College and Durant, and began construction of four new housing buildings at Units I and II. Construction was begun on another project near Channing and Bowditch during 2003. Additional projects are projected, but not yet planned in detail. These residents will obviously not need to drive to school or most services. The City has also been working actively to assist a private developer in rebuilding housing at the former Berkeley Inn Site, including waiving hundreds of thousands of dollars in liens.

Reducing automobile use in the Southside: Both the City and the University have stated goals to reduce automobile travel to and from the Southside. The Transportation Demand Management Study (TDM) programs provide more detailed guidance on this topic. The Southside Plan takes a first step towards finding an appropriate balance of

transportation modes in the Southside through the objectives, policies, and actions contained in the next section.

2009 Update: *The University's Bear Pass program for staff and faculty is the equivalent of the City's EcoPass program for City employees.*

The Berkeley TRiP store has closed. The Travinfo website is now 511.org. Most bus stops now have maps and schedules to make using transit easier for infrequent riders.

In terms of improving biking conditions, the City has implemented the Southside bike boulevards called for in the 2000 City Bicycle Plan, and the University adopted its own Bike Plan in 2006.

Carsharing, which allows people to have occasional use of a car for short periods of time, is a recent development that is becoming more common in Berkeley. At least three car-sharing companies have vehicles on campus and throughout Berkeley; this allows Berkeley students, staff and faculty to have access to a vehicle without driving to the campus or Southside.

IV. OBJECTIVES, POLICIES, AND ACTIONS

The following objectives and policies have been developed based on an analysis of existing transportation, access and parking conditions in the Southside and the surrounding areas, and on the comments and thoughtful input of Berkeley citizens and University and City representatives. The overall goal of this element is to improve the Southside circulation system by increasing the usability of mass transit, enhancing pedestrian and bicycle safety, calming and guiding traffic in the neighborhood, and providing convenient access to the University and the Telegraph Avenue retail district.

Objective T-A: Jointly advocate for improved mass transit and non-auto travel to the Southside.

Policy T-A1: The City and University should jointly advocate to AC Transit and BART regarding the need for continued and ongoing improvement of transit service to the Southside.

Policy T-A2: Form a collaborative partnership between the City, the University, Oakland and other jurisdictions, and the regional transit agencies to study and improve transit options and simplify transit connections throughout the Bay Area.

Policy T-A3: Work with AC Transit to implement the proposed Bus Rapid Transit (BRT) project as embodied in the LPA measures passed by Council. Advocate to AC Transit and the regional transportation bodies for light rail as a longer term way to provide cleaner, more efficient transit service for the Southside. Ensure that College Avenue, Telegraph Avenue, Bancroft Way, and Durant Avenue are evaluated as future light rail corridors.

Policy T-A4: Both the City and the University and other Southside employers should work with AC Transit and BART to establish an “Eco Pass” program to provide free or subsidized transit passes to their employees to reduce the cost of using transit relative to the cost of driving.

Policy T-A5: Encourage Southside employers to participate in the Commuter Check program, or other pre-tax transit benefit, that allows employees to save money by providing commute vouchers to employees that employees or employers can pay for with pre-tax dollars.

Objective T-B: Increase the usability and enhance the amenity of public transit to, from, and within the Southside.

Policy T-B1: Improve bus stops throughout the area.

- A. When feasible, add covered platforms, shelters, “bulb-outs,” and appropriate street furniture at heavily used bus stops.
- B. Add clear signage, route maps and schedules, and adequate lighting at all Southside bus stops.
- C. Improve the Telegraph/Bancroft area, particularly Bancroft west of Telegraph, as a major “station” and destination point for transit, including appropriate loading, unloading, and waiting facilities for commuters using campus shuttles, conventional buses, and anticipated bus rapid transit or light rail.

Policy T-B2: Devise ways to decrease mass transit travel times through the Southside.

- A. Establish a planning criterion that major bus routes and shuttles should run at least every ten minutes from 7 a.m. to 10 p.m.
- B. On Telegraph Avenue, and on other Southside streets with transit service, vigorously enforce traffic laws prohibiting double parking and ensure that trucks and other vehicles making deliveries to local businesses use designated loading zones. Expand loading zones as needed to ensure that deliveries can be made efficiently without double-parking (see Policy T-F5).
- C. Continue to consult with AC Transit about timing and type of traffic signals on transit routes through the Southside. Maintain changes in the timing and type of signals to facilitate movement of buses while also improving safety for pedestrians.

Policy T-B3: Ensure that adequate paratransit services are provided in the Southside.

Objective T-C: Improve travel and safety conditions for bicyclists and pedestrians.

Policy T-C1: Encourage UC to improve north-south and east-west bicycle routes through campus that connect to the bicycle routes on Bowditch and Dana streets.

Policy T-C2: Change Dana Street from one-way traffic to two-way traffic to improve its safety and functionality as a bike route in a manner consistent with the City's adopted Bicycle Plan.

Policy T-C3: The City, University, and private property owners should provide more short term and all-day and nighttime bike parking in the Southside and on campus.

- A. Add bike parking in the Telegraph/Channing Garage and the UC parking structures.

Policy T-C4: Develop a program of sidewalk and intersection repair and improvements.

- A. Repave or repair Telegraph Avenue sidewalks when feasible.
- B. Repair damaged sidewalks and intersections throughout the neighborhood.
- C. Develop and implement intersection improvements for major pedestrian intersections such as Bancroft Way at College Avenue, Bancroft and Dana Street, and Telegraph Avenue at Dwight Way.
- D. Add zebra-striped crosswalks at major intersections.
- E. Add disabled access ramps at major intersections. Add or refurbish curb ramps at major intersections to provide optimal safe access. Where existing infrastructure elements prevent building a ramp, evaluate either repositioning the problematic elements or using a "bulb-out" to create the surface necessary for a safe ramp.
- F. Install pedestrian level lighting wherever and whenever feasible.

Policy T-C5: Ensure that improved pedestrian and bicycle safety is included as a significant objective in all further studies of, and changes to, the Southside circulation pattern.

Policy T-C6: Encourage preservation of existing north-south midblock pedestrian passageways, such as passageways between Bancroft and Channing, west of Telegraph. Encourage developers to consider creation of new safe and inviting midblock pedestrian passageways where appropriate and complementary with the goals of new development. Address street crossing safety concerns where pedestrian passageways are located or under consideration.

Policy T-C7: Enforce traffic laws, including laws that apply to bicyclists and pedestrians, to improve safety for pedestrians and bicyclists.

Objective T-D: Calm and guide traffic throughout the Southside.

Policy T-D1: Convert Dana Street and Ellsworth Street to two-way traffic to calm traffic on these streets and allow for less circuitous travel through the area.

Policy T-D2: Consider conversion of Bancroft and Durant to two-way streets with a restriction on through automobile travel at Telegraph. Evaluate jointly with AC Transit the impacts of this change on the movement of transit vehicles in the area and on traffic circulation in the area.

Policy T-D3: Implement streetscape improvements to calm traffic and facilitate pedestrian crossing.

- A. Consider adding “bulb-outs” at intersections.
- B. Add a series of stop signs and traffic signals at key intersections throughout the neighborhood, including:
 - A traffic signal at Dana Street and Bancroft Way to slow traffic and facilitate pedestrian crossing,
 - A traffic signal at Bancroft Way and College Avenue, and
 - A stop sign at Ellsworth Street and Bancroft Way.
- C. Consider adding a traffic signal or other traffic calming device at Parker Street and Telegraph Avenue. Any traffic control device at Parker and Telegraph should be a type that makes it possible for pedestrians and bicycles to cross Telegraph without adding any additional traffic to Parker between Telegraph and Shattuck Avenue or Telegraph and College Avenue.
- D. New traffic signals should be all-way-stop signals that allow pedestrians to cross-in any direction without contending with automobiles making turns.
- E. New signals should be Accessible Pedestrian Signals.

Policy T-D4: Fix High Hazard Intersections in the Southside, by adding signals or stop signs as suggested above and by using other techniques identified in Bicycle and Pedestrian Task Force recommendations, the Pedestrian Plan, and the General Plan. Intersections with high pedestrian collision rates that need to be addressed include:

- Durant and Telegraph
- Bancroft and College
- Dwight and Telegraph
- Bancroft and Bowditch
- Bancroft and Dana
- Bancroft and Telegraph

Policy T-D5: Develop a directional signage program to assist access to major facilities and parking, and to better direct traffic through the area and to destinations beyond the Southside.

Policy T-D6: When considering changes to circulation (conversion from one-way to two-way circulation, limits on automobile circulation), the three most important criteria for evaluating changes should be impacts on transit, impacts on the safety of bicyclists and pedestrians, and impacts on the volume of traffic.

Objective T-E: Ensure the most efficient use of existing parking to reduce the need for new parking facilities to be built.

Policy T-E1: Develop shared parking agreements between the City, the University and private parking providers to efficiently share and better utilize existing Southside parking, particularly short-term customer parking. Encourage UC to allow visitors using disabled placards and plates to have access to existing parking at different locations on campus to allow equal access to campus amenities.

Policy T-E2: Apply the results and recommendations of the Transportation Demand Management Study regarding ways to better utilize existing parking facilities in both the Southside and the Downtown.

Policy T-E3: Rigorously enforce the Residential Preferential Parking Program. Make changes to the visitor/guest permits to eliminate abuses of 14-day and 1-day visitor/guest permits. Consider increasing the cost of these temporary permits; placing a limit on the number that can be purchased at one time and over the course of a year; replacing 14-day permits with 7-day permits; and/or making them more difficult to counterfeit.

Policy T-E4: Enforce laws that prohibit cars from blocking sidewalks and that prohibit use of yards for parking. Enforce laws against illegal use of blue-zone parking and blocking curb ramps, to ensure equal access for all persons with disabilities.

Policy T-E5: Strongly encourage sponsors and organizers of sports events at Memorial Stadium, Haas Pavilion, and Edwards Field, performances at Zellerbach, and special events on Telegraph and elsewhere in the Southside to promote and encourage use of transit by people attending events. All advertising for sports events and other events should include transit information. Advertising should also include information regarding traffic congestion and parking problems in the Southside and surrounding neighborhoods. Encourage advertising at BART stations and on AC Transit buses.

Objective T-F: Improve customer and visitor parking in, and access to, the Telegraph Avenue commercial district.

Policy T-F1: Improve the customer parking options available in the Southside retail district.

- A. Continue efforts already underway or completed to make the Telegraph/Channing Garage more convenient and desirable for short-term, customer parking, such as:
 - 1. Continue the parking validation system to encourage short-term parking by charging less for people who patronize area merchants and by charging other parkers more;
 - 2. Continue the pay system so users pay on the way out for time spent in the garage rather than in advance for time they anticipate spending;
 - 3. Designate the lower floors for short-term parking;
 - 4. Rebuilding the existing elevator and add an additional elevator in the existing vacant elevator chamber;
 - 5. Continue to enhance the physical appearance of the interior of the garage through improved lighting, bright and reflective new paint, and regular maintenance; and
 - 6. Eliminate monthly parking permits in the Telegraph/Channing garage.
- B. Recommend creating daytime short-term parking in UC lots near the retail district in exchange for University access to commuter parking in Telegraph/Channing Garage.
- C. Install more effective and an increased amount of signage directing autos to available public parking.
- D. Increase public usage of University parking lots at times when public parking is allowed.
 - 1. Create better signage to direct the public to University parking lots, and to better explain public parking hours and costs.
 - 2. Improve the payment systems at University parking lots to make them easier to use.
- E. Encourage UC to provide short-term, weekday parking for patrons to the University's cultural facilities, such as designating short-term parking spots in key University garages for patrons to the Berkeley Art Museum, Hearst Museum, or Zellerbach Hall.

Policy T-F2: Improve the transit connection between the Telegraph commercial district and Downtown Berkeley.

- A. Provide maps and schedules of AC Transit and campus shuttle routes at all transit and shuttle stops.
- B. Better inform the public of the availability and low cost of campus shuttles to the public.
- C. Finish upgrading bus stops in the area to include shelters, larger waiting areas, and improved signage (*see Economic Development and Community Character Elements*).

- D. The City and University should consider funding a joint City/Campus transit connection between Downtown Berkeley and Telegraph Avenue daily, at nights, and on weekends.

Policy T-F3: Improve pedestrian access to the retail district and pedestrian travel within the district.

- A. Improve the pedestrian connection between Downtown and the Southside.
 - 1. Add streetscape enhancements to the Bancroft corridor such as sidewalk improvements, more street trees, and sidewalk lighting.
 - 2. Add signage in the Downtown (at the BART Plaza and in Center Street directories) directing pedestrians to the Telegraph commercial district.
- B. Reduce sidewalk bottlenecks in the commercial area.
 - 1. Enforce the ban on sidewalk sandwich board signs.
 - 2. Strategically locate news racks and trash receptacles to avoid impeding the flow of pedestrian traffic.
 - 3. Improve pedestrian connections between University cultural facilities such as Zellerbach Hall and the Telegraph commercial area.
 - 4. Add well-designed signage and marquees to the street frontage for Zellerbach Hall, the Berkeley Art Museum/PFA, the Hearst Museum of Anthropology and other cultural facilities.
 - 5. Enhance sidewalk lighting at these street frontages.
 - 6. Consider creating an entrance to the Telegraph/Channing Mall from Telegraph Avenue to improve pedestrian access to and from the mall, the parking structure, and its public restrooms.
 - 7. Enforce laws against bicycle riding on the sidewalks.

Policy T-F4: Improve bicycle access to the area per the City of Berkeley Bicycle Plan.

- A. Continue efforts underway to add bike racks in the retail district in areas where racks do not conflict with street artist locations or pedestrian movement. Provide bicycle parking in the Telegraph/Channing Garage.
- B. Implement the City of Berkeley Bicycle Plan and the University's Campus Bicycle Plan policies.
- C. Provide secure all-day bike parking in the area and encourage retailers to provide safe, off-street employee bike parking.

Policy T-F5: Improve loading and unloading for the commercial businesses.

- A. Create and enforce workable rules to make loading and unloading of deliveries in the area easier and more efficient.
- B. Improve signage at loading zones so rules are clear and easy to read.

- C. Increase enforcement of time limits in loading zones to discourage auto parking in loading zones.
- D. Increase enforcement of traffic rules prohibiting double parking.
- E. Lengthen certain loading zones in the commercial area to better accommodate loading vehicles.
- F. Add short term 5-10 minute green zones to facilitate short-term visits and drop-offs at area businesses.
- G. Ensure that loading and unloading does not block or impede transit and paratransit vehicles.

Policy T-F6: Better accommodate and encourage tour buses in and to the commercial area.

Objective T-G: Develop a trip reduction strategy, including a methodology to monitor and measure performance, to achieve a quantified reduction in single-occupant vehicle trips to the Southside (including trips to Southside parking sites).

Policy T-G1: Publicize and take steps to ensure that all employers in the Southside are aware of existing transit subsidy programs like Commuter Check.

Policy T-G2: Publicize and encourage employers to participate in a Guaranteed Ride Home program.

Policy T-G3: Recognizing that increasing the supply of parking encourages driving, encourage UC to limit its supply of parking to year 2000 levels.

Policy T-G4: Encourage UC and other employers to charge market rate for long-term parking.

Policy T-G5: Develop a program of subsequent actions if initial actions do not result in sufficient trip reduction.

Policy T-G6: Encourage carpooling. All providers of long-term parking should be encouraged to provide special parking at discounted rates for carpools and vanpools.

Objective T-H: Locate and design parking facilities in a manner that maximizes opportunities for shared use, eases auto congestion on neighborhood streets, and protects the pedestrian orientation of the neighborhood. *(See Southside Design Guidelines for more specific guidelines regarding parking design.)*

Policy T-H1: Amend the zoning for the Southside Plan area to make surface parking lots a prohibited use.

Policy T-H2: When property owners develop surface parking lots with housing and/or mixed use development, replacement parking may be accommodated off site through new parking structure development. The Residential Mixed Use Sub Area (R-SMU) is the preferred location for replacement parking. Any such new parking structure should be located where it can serve commercial areas and should maximize shared parking.

Policy T-H3: Incorporate bicycle and motorcycle parking into all facilities.

Policy T-H4: Develop and implement strategies to minimize travel made in single-occupant vehicles to and from the Southside, in conjunction with any planning for new parking in the area.

Policy T-H5: Evaluate the adequacy of parking for people with disabilities in the Southside and recommend improvements as needed.

Policy T-H6: Ensure that parking garages have adequate vertical (height) clearance for modified vans and have smooth surfaces for vehicular and pedestrian access.

Objective T-I: Encourage more housing in the Southside in order to reduce auto trips to the area and facilitate travel on foot and by bike (*See also Land Use and Housing Element*).

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ECONOMIC DEVELOPMENT ELEMENT



2009 Update: *Since this chapter was drafted in 1999, many of the specific references to businesses and statistics have become outdated. The loss of Cody's Books is one obvious change since 1999, but others include changes in the specific profile of commercial uses by type.*

The general trends, however, have not changed much. While retail sales on Telegraph stabilized in the late 1990s, they declined again after 2001 due to shifting consumer tastes, a perceived lack of customer parking, and competition from other business districts. Independent bookstores, one of the traditional strengths of Telegraph Avenue, are facing increasing pressure nationwide from chain bookstores and Internet-based booksellers. This trend has hit Telegraph Avenue hard, resulting in the closure of four bookstores, including the iconic Cody's Books, since 1999. The retail mix, while not identical to that of 1999, is still very similar. And the nature of the district has not changed; it continues to be mixed-use, pedestrian-oriented, filled with college students, and a great place to people watch.

Similar to the rest of the Southside Plan elements, the Economic Development Element's background text has not been extensively modified. The charts of retail sales tax revenue, which had become significantly out of date, have been replaced by updated charts. The old charts could have been retained alongside the updates, but this would have made the document awkward and difficult to read. The updated charts continue to show the same trends that existed in 2003, and therefore relate well to the Plan's policies and actions. Table ED-1 was modified to include 2008 statistics on businesses in the Southside.

I. STRATEGIC STATEMENT

The Telegraph Avenue area commercial district is one of Berkeley's most vital and unique retail centers. The area boasts more pedestrian foot traffic than any other commercial district in the City, a distinct mixed-use character that includes a diverse mix of shops, restaurants, and cultural venues, and the eclectic crafts of local and regional street artists. The district also has a rich cultural history evoked in many places and images throughout the district, including the historic mural on the north side of Amoeba Music, street artists selling tie-dyed T-shirts, and longtime businesses such as the Caffe Mediterraneo and Cody's Books.

In 1998, and again in 1999, Telegraph Avenue was voted “Best Place To People Watch in the East Bay” by readers of the *San Francisco Chronicle*. In describing what makes the district so unique, a *Chronicle* staff reporter wrote:

“It’s in the tongue-pierced street poets chanting their latest lyrics to one another, in the rumpled-suit Nobel Prize-winning professors downing lattes between classes, in the crazy mix of musicians both ace and awful banging out licks among crowds of scruffily stylish college kids.... It’s in the way you can debate the latest blues CD outside Rasputin’s Records with a mohawked stranger, then walk a block and chew over Noam Chomsky’s newest anti-authority rants with almost anyone coming out of Cody’s books.... Telegraph... is arguably the heartbeat of Berkeley.”¹



Cody's Books

The policies and objectives in this chapter are designed to preserve and celebrate the uniqueness of the Telegraph commercial area, and enhance the district so that it:

- Better meets the needs of the wide variety of users who frequent the neighborhood, including students, University faculty and staff, Berkeley residents, and visitors from the larger region;
- Is safe both day and night, offering an attractive and pleasant pedestrian environment;
- Is easily accessible by foot, bicycle, and transit;
- Provides adequate and convenient short-term parking for customers, employers, visitors, and vendors; and
- Is effectively marketed and promoted.

II. EXISTING CONDITIONS

A. The Retail Mix

The Telegraph Avenue commercial district includes six blocks of Telegraph Avenue from Bancroft Way to Parker Street as well as parts of the intersecting streets: Bancroft Way, Durant Avenue, Channing Way, and Dwight Way (see Map ED-1). While the retail

¹ San Francisco Chronicle, Sunday, September 20, 1998, pageR20. In the same survey of readers, Cody’s Books was voted Best Bookstore in the East Bay and Amoeba Music was voted best record store.

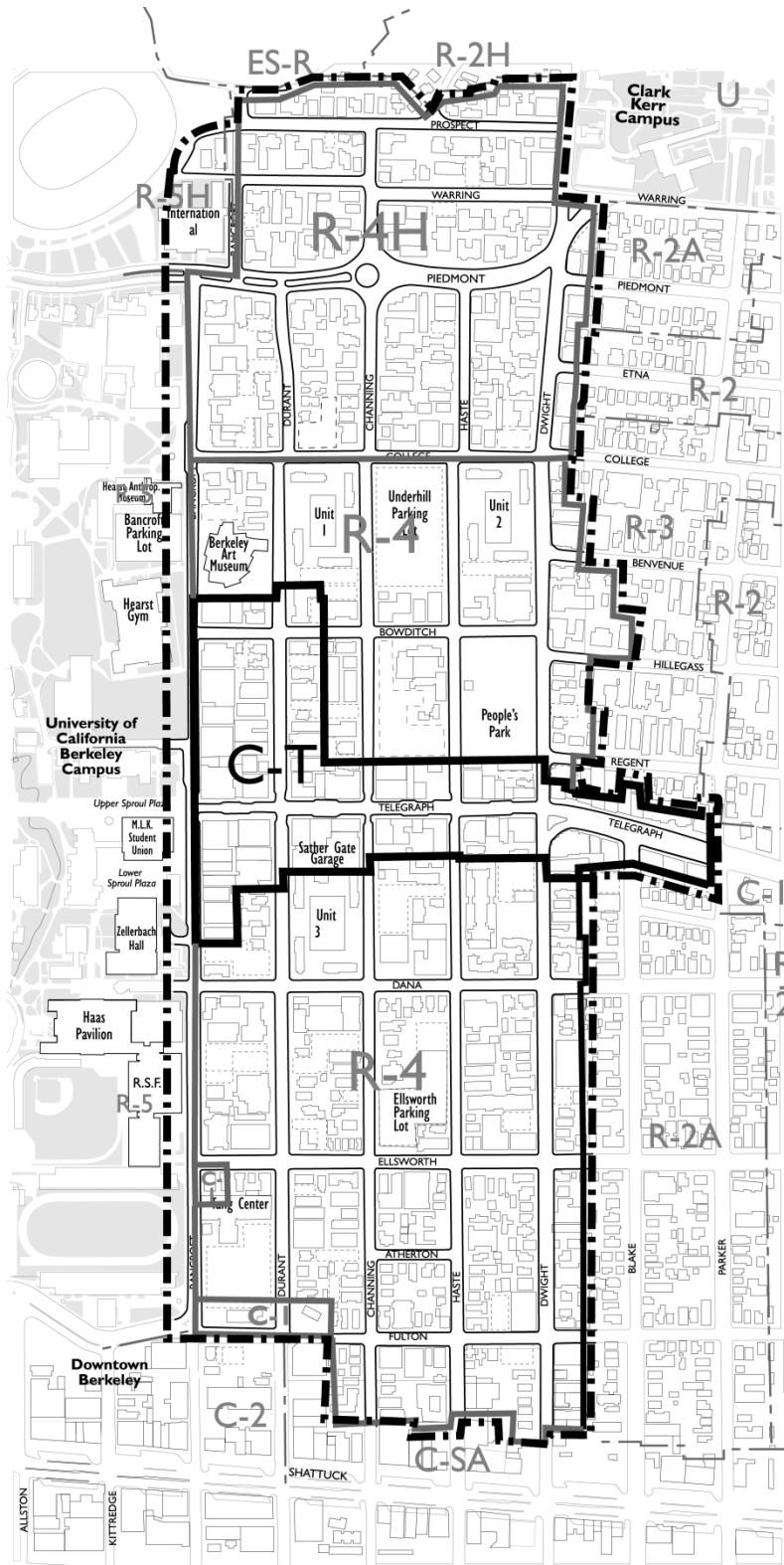
district is typically defined as the area included in the City's C-T zoning, the district also effectively includes the Cal Student Store on the University campus and a major grocery store, Andronico's Park and Shop, just below the southern end of the C-T district boundary. While the area between the University's student store and Andronico's is a continuous, walkable business district, the "fifth block" of Telegraph Avenue, from Dwight Way to Parker Street, receives far less pedestrian traffic and feels slightly disconnected from the rest of the district due to distinct differences in the streetscape.

The Southside also includes several retail uses outside of the core commercial district, including Caffe Strada and the Bancroft Hotel at College Avenue and Bancroft Way, a cluster of businesses along Dwight Way west of Fulton Street, and several businesses in the general vicinity of Bancroft Way and Fulton Street (see Map ED-2). The Southside contains more than 200 commercial establishments and more than 500,000 square feet of retail space. As noted in earlier sections, the core commercial district also has a distinct mixed-use character with housing above many of the retail properties.

This busy, pedestrian-oriented district (more than 2,500 pedestrians cross the street at Telegraph Avenue and Bancroft Way at peak hours) serves many populations. The primary users of the district are the young, undergraduate students who comprise more than 80% of the Southside's resident population. The district also serves the daytime population of the University, including its employees who work on and off campus, tourists to the area, and visitors attending cultural and sporting events. Many retail outlets on Telegraph Avenue, particularly the bookstores and music stores, also serve a regional population.

The district is home to a rich variety of retail shops (see Table ED-1), including eating and drinking establishments; jewelry and gift stores; book, clothes, and music stores; and neighborhood-serving personal services such as hair salons, dry cleaners and shoe repair businesses. The most common uses in the district include fast food establishments, coffeehouses, and clothing stores. The anchor businesses in the district, which depend upon and draw customers from outside of the area, are its bookstores and music stores, including Cody's Books, Moe's Books, Shakespeare and Company, Amoeba Music, and Rasputin Music. Other regional draws are the area's cultural attractions, such as Zellerbach Hall, the Pacific Film Archive, and People's Park.

In 1999, the Telegraph retail district still has the only two men's wear stores in the City (Bill's Men's Shop and George Good). Telegraph Avenue also has a cluster of successful used clothing stores (Buffalo Exchange, Shark's and Mars Mercantile), and a number of stores selling new casual clothing (The Gap, Urban Outfitters, Bancroft Clothing). Table ED-1 shows the breakdown of retail uses in the Southside.



C-T DISTRICT

Legend:

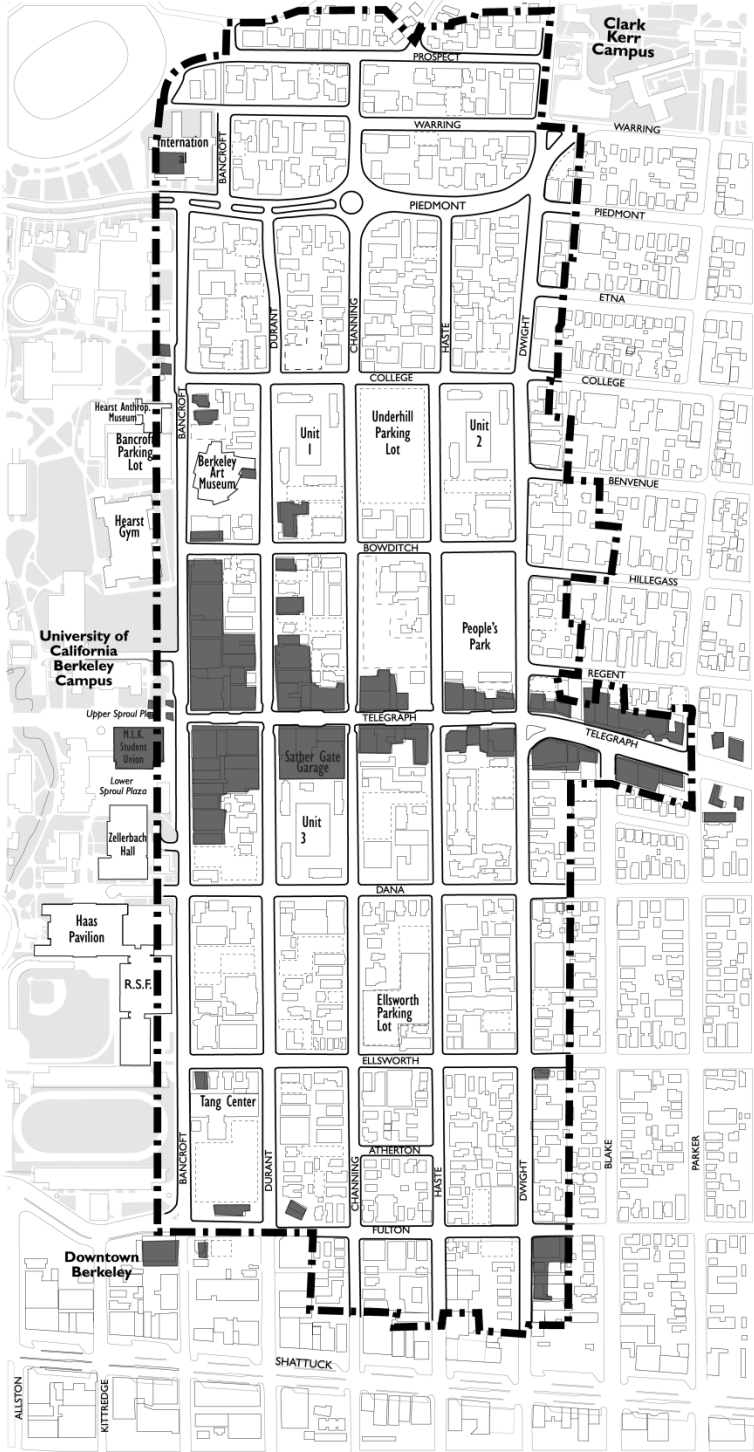
- C-T Telegraph Avenue Commercial Subarea
- Southside Study Area Boundary

N

Revised 2/2003
City of Berkeley Planning and Development Dept.

Map ED-1: Berkeley's C-T District, 2003

SOUTHSIDE RETAIL



- Legend:**
- Contains Retail Use
 - Southside Study Area Boundary



Revised 2/2003
 City of Berkeley Planning and Development Dept.

Map ED-2: Southside Retail Uses, 2003

Table ED-1: Southside Retail Establishments		
Type of Business	1999 Number	2008 Number
Eating and drinking establishments	78	80
Apparel	31	26
Grocery, drug, health food and bath products	13	6
Bookstores	12	7
Commercial Services (shoe repair, tailoring, travel agency, bank)	12	26
Misc. retail (gifts, home furnishings, jewelry, posters)	12	13
Hair salons	10	11
Computer & electronics	6	3
Photocopying services	6	6
Outdoor equipment & sporting goods	5	3
Record stores	4	5
Drug paraphernalia and tobacco stores	4	5
Eyewear	4	1
Drycleaners	3	1
Hotels	3	3
Auto service	1	0
TOTAL	204	196
Vacant stores	9	6-12

As of September 1999, there were nine vacant storefronts in the Telegraph retail district, including two in the Telegraph/Channing Garage and three on Telegraph Avenue. This number was down from 1993, when there were 16 vacant retail storefronts, including 11 on Telegraph Avenue itself.

In addition to the wide variety of retail outlets, the business district is also home to the approximately 280 street artists who are currently licensed to sell their wares on Telegraph Avenue sidewalks. On any given day, between 20 and 40 street artists sell clothing, photographs, and other decorative items. The City also issues permits for 10 food carts: three permitted at the Kroeber Plaza entrance to campus (at College Avenue and Bancroft Way), and seven permitted at the Sproul Plaza entrance to campus (at Telegraph Avenue and Bancroft Way). Currently six vendors occupy the spaces at Bancroft and Telegraph.



Street artists sell handmade crafts such as jewelry along Telegraph Avenue

2009 Update: Per the Office of Economic Development, clothing and accessories is the strongest retail sector in the Telegraph District. Books, music, sports and hobby businesses are also retail strengths for the District. The retail mixes for 1999 and 2008 are shown in Table ED-1.

Of the merchants mentioned in the text, three major tenants have left the district: Cody's Books, The Gap, and George Good (men's clothing). In 2008, there were 6-12 vacancies in the Telegraph District.

In terms of food carts, the City now issues permits for only three carts, all of which are located at the corner of Bancroft and Telegraph.

B. The Quota System

The retail mix in the C-T zone is partially regulated by a “quota” zoning system: only a specific number of certain uses are permitted in the district at any one time, and some of these uses are also subject to square footage limits. As Table ED-2 illustrates, barber and beauty shops and food service establishments are the only uses subject to these numerical limitations. Gift and novelty shops, while not subject to numerical limitations, are subject to a size limit of 3,000 square feet. In addition to the restrictions on hair cutting outlets and food service establishments, the City Council recently approved an amendment to the Zoning Ordinance that prohibits any new retail sales of drug paraphernalia (“head shops”). Any new retail sales of alcohol are also prohibited, and the sale of hard alcohol for consumption on the premises is only allowed in sit-down restaurants, effectively prohibiting new bars in the area.

Use	Number Limit	Size Limit (sq. ft.)
Barber/Beauty Shops	10	none
Food Service Establishments		
Carry Out Food Service	19	none
Quick Service Restaurants*	30	1,500
Full Service Restaurants	29	none

* Quick Service Restaurants are also limited to a maximum customer seating capacity of 50 seats.

The decision to use a quota system as a mechanism to guide land use in the Telegraph retail district resulted from concerns in the late 1970s and early 1980s that Telegraph Avenue was undergoing commercial gentrification as local businesses were displaced by chain stores. Local merchants feared that they could not afford to pay the rising rents demanded by commercial landlords. As a result, in February 1985, the City Council enacted a program of commercial rent arbitration and eviction protections for the Telegraph business district, known as the “Telegraph Urgency Ordinance.” For a few years, until key provisions were found unconstitutional in federal court, Telegraph and two other Berkeley business districts had the nation’s only programs of commercial rent regulation.

In 1988, after the end of commercial rent control, the City enacted the quota zoning limits for the Telegraph Avenue retail district. The intent of quota zoning is the same as commercial rent control: to preserve diversity and local ownership among Telegraph

businesses. The City of Berkeley Zoning Ordinance describes some of the purposes of the C-T zoning as:

- To encourage a mix of goods and services that will preclude the dominance of any one type of use and which will produce variations within the same category of uses;
- To encourage the establishment and survival of small, locally-owned businesses, thereby contributing to the vitality and diversity of the district;
- To discourage the type of commercial use whose establishment will contribute to the displacement of businesses that supply neighboring residents with essential goods and services; and
- To discourage uses which are widely available in other shopping districts throughout the Bay Area and detract from the unique type and mix of goods and services available in the district.



Jim the Tailor: a small, neighborhood-serving business

2009 Update: *In 2007, the City Council approved a Telegraph Avenue Economic Development Assistance Package in response to the retail decline of Telegraph Avenue. As part of this package, the Council approved the use of Use Permits to exceed the quota system in place on Telegraph Avenue. As part of the review process, the Planning Commission considered whether other changes should be made to Telegraph's quota system, but it was decided that further changes should be made as part of a review of all four of the City's shopping districts that have quotas.*

III. ECONOMIC TRENDS

A. History of Growth

Until the 1990s, the Telegraph commercial district generally prospered as a business district; in 1999, the district provided the City of Berkeley with more than 13% of the City's retail sales tax revenue.

The City has sales tax records for the Telegraph area from 1965 to 1977 and from 1989 to the present. When adjusted for inflation (in this case, to a constant 1996 dollar), these records reveal that sales in the Telegraph commercial district increased by nearly 40% between the mid-1960s and the late 1970s. After what was probably an abrupt decline during the nation's economic recession of the early 1980s, sales resumed their upward trend until reaching a peak in the early 1990s, nearly 90% above the levels of the mid-1960s.

Several factors account for the prolonged growth in retail sales from the mid-1960s to the early 1990s. While the area's counterculture flavor and youth orientation kept some adults away, its worldwide fame attracted many visitors and tourists, both young and adult. Tour buses regularly brought busloads of visitors to the area. In the mid-1970s, street vendors began to sell handmade crafts, and the area thrived as an open-air crafts bazaar. The KPFA crafts fair held on campus annually until 1993 coincided with the Telegraph Avenue holiday crafts fair, and the combination attracted thousands of shoppers.

Physical expansion of the commercial area also occurred, particularly in the 1970s and 1980s. In 1970, the City, with the support of local merchants, built the Telegraph/Channing parking garage and retail mall, which includes 17,000 square feet of retail space and approximately 425 parking spaces. A new building was built for Moe's Books while Cody's completed a major expansion. Several new retail spaces were built on Telegraph's "fifth block," between Dwight Way and Parker Street.

Four types of retail establishments have historically made the greatest contribution to the district's economic vitality: bookstores, record and compact disc stores, apparel shops, and food and drink outlets. Bookstores were an important part of the district's economic vitality thirty years ago, and they continue to be today. The rise of Telegraph as a premier location for sales of records, and later cassette tapes and CDs, occurred after the 1960s, as part of the area's growing youth orientation.



Telegraph/Channing parking garage and retail mall on Durant Avenue

While apparel sales are now approximately 20% of total sales in the district, they comprised nearly 30% in the past. In 1996, total apparel sales were under \$20 million, while in 1975 they had been worth \$28 million (1996 dollars). Eating and drinking establishments have increased both as a proportion of total sales and in dollar value. Restaurant sales increased rapidly in the 1980s, from approximately \$11 million per year to nearly \$20 million by the end of the decade. This increase has reached a plateau in the 1990s.

B. Decline

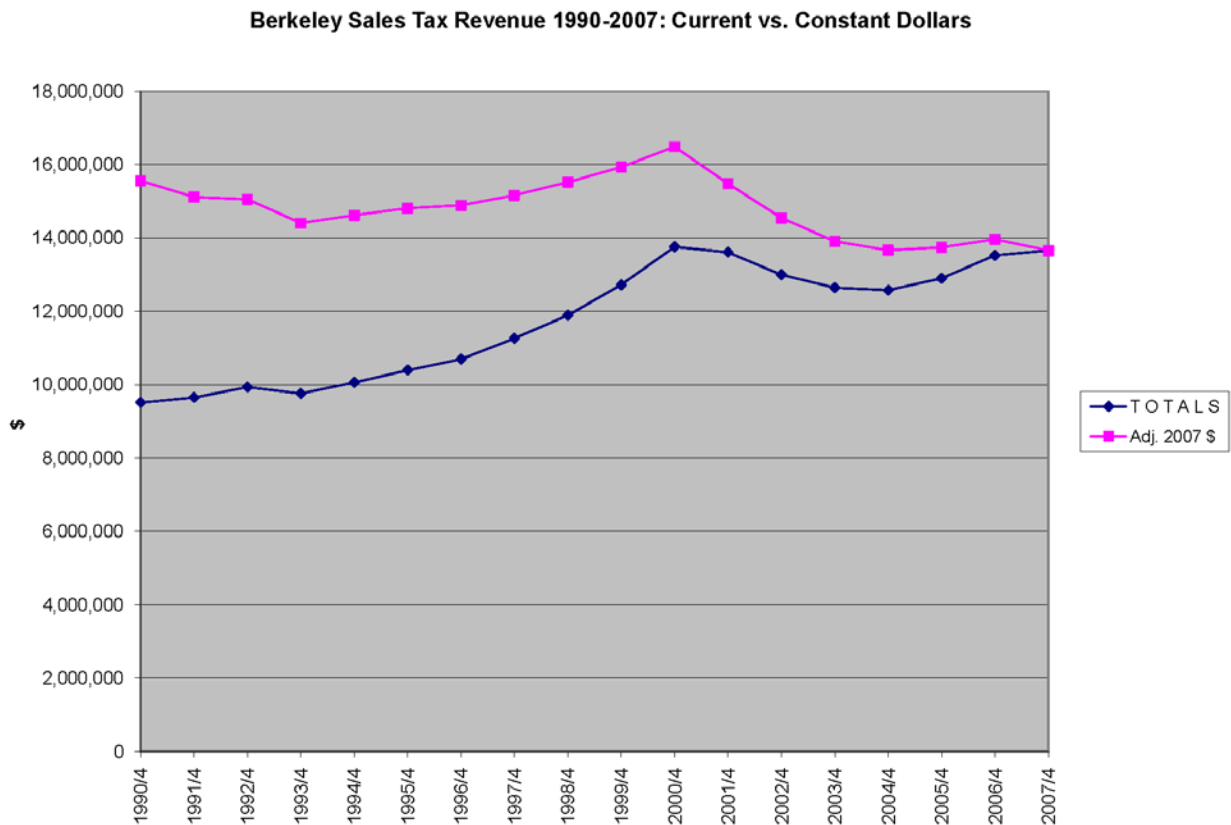
On Telegraph, the economic trend peaked in 1991 when the district earned \$121 million in total retail sales, producing more than \$1.2 million in sales tax revenue for the City (in 1998 dollars). In the early nineties, the Rodney King verdict and unrest over People's Park led to widespread rioting and looting on Telegraph, and a sharp decline in sales. In the wake of these riots, however, there has not been a full recovery (although 1993 posted high sales). In 1998, sales were nearly 17% less than they were earlier in the decade.

The failure of sales on Telegraph to return to their earlier level is particularly disconcerting given the general increase in sales in the City since 1995. Charts ED-1 and ED-2 compare the change in retail sales tax in the City of Berkeley to the Telegraph retail district.

The City of Berkeley's Office of Economic Development attributes the City's growth in retail sales to some of its expanding retail centers elsewhere in the City such as Fourth Street in West Berkeley and the area around Gilman Street and San Pablo Avenue, which includes several large retailers. New car sales and the sale of home furnishings have also been a source of growth elsewhere in the City.

Many factors may contribute to the relative decline of retail sales on Telegraph despite growth elsewhere in the City. In 1994, the district lost an electronics store from its fifth block (south of Dwight Way), Uncle Ralph's, which had been one of its largest retail businesses. The store had been bought by a competitor and then closed. The space that had been occupied by Uncle Ralph's remained vacant for a number of years.

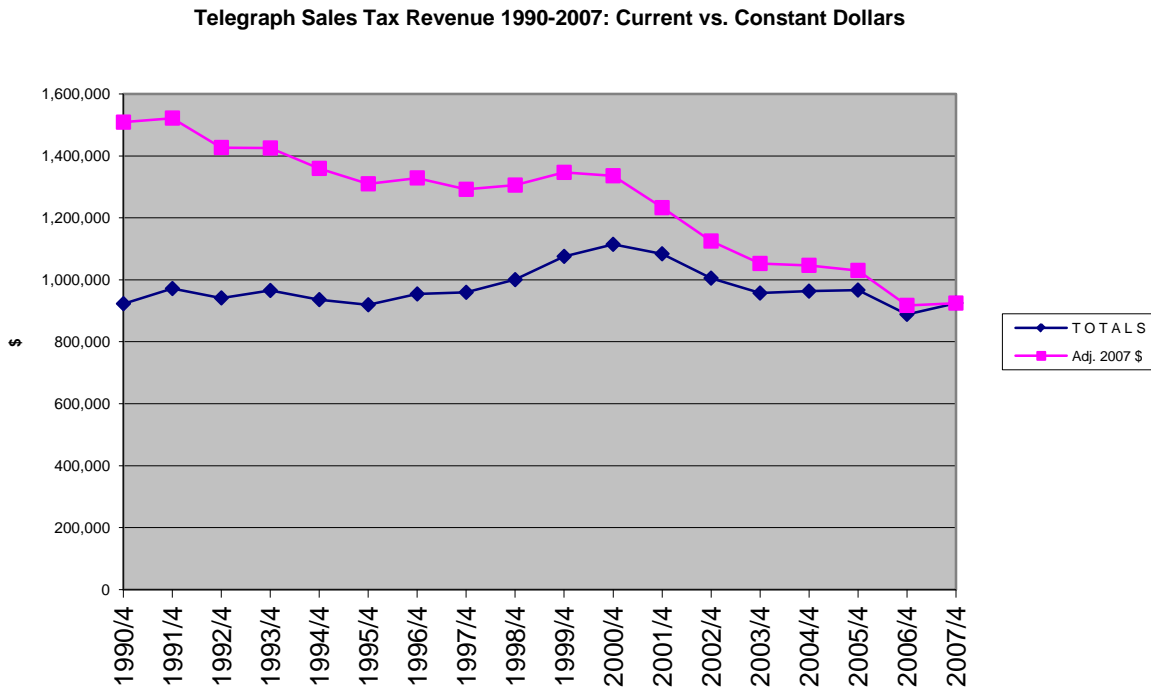
Chart ED-1



Source: City of Berkeley's Office of Economic Development

While the closing of Uncle Ralph's and the failure to replace it explains part of the sales tax drop on Telegraph Avenue, it is not the full picture. A study done in 1997 by the City's Office of Economic Development shows that sales in three of Telegraph's four dominant economic sectors (apparel, restaurants, and miscellaneous retail, which includes bookstores) were 2-4% below what they had been in 1991, even though the period was one of general economic growth elsewhere. Only one of four major sectors, recreation products, which include compact discs, tapes, and records, showed an increase between 1991 and 1996.

Chart ED-2



Source: City of Berkeley's Office of Economic Development

The fact that sales declined and did not recover across several retail sectors suggests that the problem was greater than the closing of one store, even a large one. Additional factors may have included:

1. *Crime and Social Problems*: One often cited reason is that the perception of crime and social problems in the area discourages people from shopping there, particularly at night.

While the overall crime rate has gone down in the Southside (according to the City of Berkeley Police Department, there has been a 36% decrease in major crimes in the Southside since 1989), there was a well-publicized increase in the number of robberies and burglaries in the district. Many business owners reported that they had seen the sharpest decline in their nighttime business, which they attribute to customers feeling uneasy or unsafe in the area in the evenings. Current zoning allows businesses in the area to operate until 10PM without a use permit.

Other shopping districts in Berkeley, such as Fourth Street and Solano Avenue, may be more appealing to some adult customers because of their relative cleanliness and lack of a significant homeless population. Many of these districts, particularly the growing Fourth Street area, also offer more “upscale” shops and sit-down restaurants.

2. *Competition:* Indeed, increased competition from other sources may also have contributed to the decline in sales in the Telegraph retail district. In addition to competition from Berkeley’s other shopping districts, Telegraph Avenue faces competition from larger retail centers in Emeryville and Walnut Creek, particularly for electronics, books and apparel.

Online booksellers are also creating more competition for Telegraph’s traditionally strong new and used bookstores. The amount of retail purchasing done over the Internet has been increasing every year across many retail sectors.

3. *Parking:* Finally, a lack of convenient parking may have been a contributing factor. Regional malls in nearby cities provide ample, free parking that serves only their customer population. Similarly, most public parking available in Berkeley’s other retail districts serves primarily the customers of those districts. In the Telegraph Avenue area, however, competition for on-street metered parking was intense, and much of the Telegraph/Channing parking garage filled up with students on most days during the academic year. Recently, the City has taken steps to free up spaces for short-term parkers in the Telegraph/Channing Garage and has implemented parking validation by local businesses with higher rates for non-validated parking. Merchants have begun working with the University to improve the accessibility and affordability of University parking lots in the evenings and the weekends for customers of the business district.

2009 Update: *According to 2008 figures from the City of Berkeley’s Office of Economic Development, retail along Telegraph Avenue continues to decline. After accounting for inflation, sales tax receipts in 2007 were 39% less than in 1991 (source: Office of Economic Development 2008 retail sales tax information). The Telegraph Avenue retail district accounts for 10% of the City’s retail sales tax revenue, down from 13% in 1999.*

Some of the reasons for the decline are the same as in the 1990s: crime and social problems, competition, and parking. But other issues have also come into play since 1998. The anchor businesses of Telegraph, bookstores and music stores, are sectors that have been hit hard in most markets by both Internet-based businesses and chain stores. Telegraph Avenue has been no exception, and the loss of Cody’s, Tower Records, and other book/music stores has had a major impact on the Telegraph retail district.

After Cody’s closed, the City Council approved the Telegraph Avenue Economic Development Assistance Package to help stimulate business along Telegraph Avenue through a reduction in some discretionary reviews and more flexibility for hours of operation.

Telegraph Avenue is also suffering from a negative reputation. There is a perception of a parking problem, even though the Telegraph/Channing garage is underparked. The number of tourists and shoppers from the general Berkeley community has declined, due to reduced interest in the counter-culture flavor of Telegraph, fear of crime, and more options for shopping within and close to Berkeley. Student shopping in the area has also decreased, in spite of an increase in the percentage of college students living in the Southside. Access to other districts through free bus passes ("Class Pass"), increased shopping and dining opportunities on campus, and lack of desired retailers and services, such as grocery stores and late-night entertainment, may explain the lack of student interest in the area.

In 2007, the Council adopted an ordinance extending the hours of operation for businesses in the C-T district. Businesses that do not involve alcohol sales or service can operate from 7:00 a.m. until midnight Sunday through Thursday, and from 7:00 a.m. until 2:00 a.m. on Friday and Saturday. Longer hours may be approved with an Administrative Use Permit. Businesses that involve the sale or service of alcohol can remain open from 7:00 a.m. until 10:00 p.m. Sunday through Thursday, and from 7:00 a.m. until midnight on Friday and Saturday. Longer hours for these businesses may be approved with a Use Permit.

C. THE TPBID AND THE TELEGRAPH AREA ASSOCIATION



TPBID office at 2509 Haste Street

In light of the decline in sales revenue in the Telegraph commercial district, and concerns regarding public safety and maintenance in the area, property owners and merchants there formed a business improvement district, called the Telegraph Property and Business Improvement District (TPBID). Approved in July 1998, the TPBID has an annual budget of \$269,000 and includes 82 properties in the district's ten-block area. The money is generated by an assessment that property

owners pay based on the square footage of their property. The University also contributes to the program.

The TPBID will support services such as street and sidewalk cleaning, and graffiti cleanup and prevention. In the future, the TPBID may also fund such area improvements as information kiosks, directional signage, street banners, and parking improvements. The TPBID will play an integral role in implementing Southside Plan policies in the business district.

Formed in 1993, the Telegraph Area Association (TAA) is a neighborhood-wide community development organization funded by both the City and the University. It includes the Telegraph retail district among its varied constituents. TAA's primary

mandate is to improve the quality of life throughout the Southside by creating a broad coalition of community members. The organization also assists with many programs that benefit the Telegraph retail district, such as group advertising in the local newspapers and special events such as the annual Christmas Faire.

2009 Update: The TAA stopped functioning in 2006. The TPBID continues to represent the area merchants. Area residents are represented primarily by four neighborhood groups: Le Conte Neighborhood Association, Willard Neighborhood Association, Panoramic Neighborhood Association and Dwight/ Hillside Neighborhood Association.

IV. OBJECTIVES, POLICIES, AND ACTIONS

Recognition of the Telegraph area as a traditionally strong and vital retail district that has recently experienced a decline in sales informs many of the policies in the Economic Development Element. Many other policies also work to reinforce and celebrate the district's many strengths: its diverse mix of retail uses and cultural venues, a vital street scene, a large amount of pedestrian traffic, and its rich cultural history. The Element's objectives and policies identify areas of economic opportunity that complement the needs of the community and which will support and improve the Southside as a healthy and vital commercial and residential district.

The following objectives, policies and actions apply primarily to the Telegraph commercial district, zoned C-T.

Objective ED-A: Celebrate and reinforce the Telegraph commercial district's unique commercial diversity and cultural character.

Policy ED-A1: Promote the commercial district through strategic, collective marketing efforts.

- A. The City and the University should continue to strategically market and promote the commercial district as a cohesive area, and coordinate all marketing efforts with the Telegraph Property and Business Improvement District (TPBID). Possible marketing programs may include:
 1. Business directories and maps of the district placed in the Southside, in Downtown Berkeley, and on campus;
 2. A Telegraph retail district brochure describing each business, their hours of operation, and their location, available in businesses and at other locations such as the Berkeley Chamber of Commerce, UC Berkeley Visitor Services, and the Cal Student Store, Bear's Lair, and ASUC Art Studio;
 3. Special events such as the Christmas arts and crafts fair, "Jazz on Thursday Nights," Berkeley World Music Festival, or other street music programs, and "Telegraph After Dark" evenings in which businesses stay open later than usual;
 4. Collective advertising in local and regional media;

5. Special, event-oriented transit service, such as Christmas shopping shuttles from Downtown and Rockridge BART;
6. Banners throughout the district that advertise cultural and other happenings in the area;
7. A website, linked to the City website, that is devoted to the Telegraph shopping district that describes upcoming events, cultural resources, and available goods and services;
8. Walking tours and brochures highlighting the district's historically and culturally significant places, buildings, and murals;
9. Plaques, directories, and markers identifying historically and culturally significant structures, sites, and murals throughout the district; and
10. Encouraging UC Berkeley to schedule a class on the Southside.

Policy ED-A2: Celebrate and support the role of street artists in contributing to the commercial vitality and uniqueness of the area.

- A. Better enforce the handmade crafts rules in the Arts & Crafts Ordinance of the Berkeley Municipal Code (Chapter 9.48).
- B. Employ a trained craftsperson, not currently a licensed street artist, to conduct the monitoring and inspection of street artist crafts to ensure that they are handmade.
- C. Move the monitoring of handmade crafts from the City's Code Enforcement Division to the Civic Arts Program (within the City Manager's Office).
- D. Retain business licensing duties and fee transactions related to street artists in the Finance Department.
- E. Consider refinements to the Arts & Crafts Ordinance that clarify the definition of handmade crafts.
- F. Protect existing street artist sidewalk spaces against removal and obstructions and incursion by street furniture, bicycle racks, and other obstacles.
- G. Consider allowing street vendors to operate on Lower Sproul Plaza.
- H. Identify areas for long-term vendor vehicle parking (as opposed to drop-off locations), particularly for oversized vans and trucks.
- I. Encourage all Telegraph marketing materials to include details about the arts and crafts available from area street artists.
- J. Ensure proper upkeep of the Telegraph/Channing Mall public restrooms and the Cal Student Store public restrooms for use by street artist customers. Improve signage to these facilities.
- K. Support street musicians and performers, provided that the performers do not use amplifiers or block access for the disabled.

Policy ED-A3: Support and promote the creation and preservation of murals and creative commercial signage that enhances and contributes to Telegraph's

unique commercial environment and celebrates the unique cultural, social, and political history of the Southside district.

Policy ED-A4: Reinforce the MLK Student Union, ASUC facilities, and Sproul Plaza as the northern terminus to the Telegraph commercial district.

- A. Support the location of Cal Student Store retail outlets at street level and fronting Bancroft so that they become a continuous part of the Telegraph retail district.
- B. Include the Cal Student Store, the Bear's Lair, the ASUC Art Studio, and Lower Sproul Plaza retail outlets in all Telegraph Avenue marketing materials.
- C. Support efforts to revitalize Lower Sproul Plaza and to better link the uses in Lower Sproul Plaza to the Telegraph commercial district.
- D. Support non-profit office uses.

Policy ED-A5: Support the attraction and retention of locally owned, small businesses in the Telegraph retail district.

- A. Provide current information and technical assistance through citywide programs to Berkeley residents and other potential small business owners interested in starting a business in the Telegraph retail district.
- B. Consider revisions to the Telegraph Avenue quota system. (See *Objective ED-C, Policy ED-C1.*)

Objective ED-B: Improve public safety in the Telegraph commercial district, and improve the perception of the district as a safe, pleasant shopping district. (See *the Community Character Element, Design Guidelines, and the Public Safety Element for more specific policies and guidelines.*)

Policy ED-B1: Improve the physical appearance and sense of safety in the district.

- A. Consult with the Telegraph Property and Business Improvement District on all efforts to improve safety in the area.
- B. Improve pedestrian-scale lighting in the commercial district and improve lighting in all parking lots and parking structures. (See *Community Character Element for policies regarding lighting.*)
- C. Ensure regular trash collection in the area and better maintain the appearance of the area's trash receptacles.
- D. Establish and maintain graffiti abatement programs.
- E. Ensure that news racks in the area are kept clean and well maintained.
- F. Provide incentives to businesses to add and maintain planters and street furniture near them where there is room on the sidewalk. (See *Community Character Element for more policies regarding street amenities in the public right-of-way.*)

- G. Add street banners to Telegraph Avenue, Bancroft Way and Durant Avenue designating the area and advertising local cultural happenings and special events.
- H. Improve and increase the number and hours of operation of public restrooms in the district.
- I. Remodel the restrooms in People’s Park to make them a more usable, attractive facility.
- J. Better maintain and increase access to the existing restrooms in the Telegraph/Channing Garage. Continue to consider opportunities as they arise to create direct access to the Telegraph/Channing Garage public restrooms from Telegraph Avenue.
- K. Add better signage directing customers of the retail district to the public restrooms, including the facility in the Cal Student Store.
- L. Provide incentives for new retail development to include public restrooms.
- M. Identify a site within the District to locate one or more public restrooms in the public right-of-way or on other publicly owned property.
- N. Identify possible locations for a public toilet that would be open 24 hours a day.
- O. Encourage the University to maintain public access to the Cal Student Store restrooms.

Policy ED-B2: Encourage more residential uses above ground-floor commercial uses on the Avenue to increase the number of permanent residents who might monitor the area and increase the sense of safety at night on the Avenue.

- A. Ensure that new development provides residential units that are attractive to permanent residents and families.
- B. Encourage ancillary facilities and services, such as child care, that will help to attract and maintain a permanent, mature population living in the Telegraph Avenue area.
- C. Encourage the University of California to provide incentives to encourage married students and University faculty and staff to live in the Telegraph Avenue area.
- D. Explore design changes to People’s Park that will create more of a “village commons” that would be attractive to residents and families.
- E. Support formation of Crime Watch Groups through existing Police Department programs.

Policy ED-B3: Encourage more evening and nighttime uses in the district to enhance nighttime safety in the area and better meet the needs of residents.

- A. Encourage all retail businesses, particularly services and apparel stores, to remain open until 9 p.m. (current zoning allows businesses to remain open until 10 p.m., midnight or 2:00 a.m., depending on the day and whether the

business involves the sale or service of alcohol, without a Use Permit). All eating establishments including cafes should be allowed to stay open until midnight without a use permit.

1. Conditionally permit 24-hour cafes, within close proximity to the campus.
- B. Encourage evening and nighttime entertainment uses in the area such as movie theaters. Eliminate the current zoning restriction on theaters on the ground floor.
- C. Consider special promotions to encourage evening shopping on Telegraph such as one night a week when businesses keep later hours.
- D. Maintain short-term parking discounts on certain evenings of the week at the Telegraph/Channing Garage.
- E. Continue extending public parking hours of operation to support local businesses and provide parking for employees of late night businesses.
- F. Explore opportunities with the University to create a safe, late night dance venue that would be appropriate for residents 18 and older. Work closely with the UC Police Department and the City Police Department to ensure that such a venue is safe, is properly managed, and does not result in additional public safety problems in the district.

Policy ED-B4: Consider a City-sponsored program of emergency call-boxes (modeled after the University's emergency telephone program) at all private and City parking facilities in the Southside.

Objective ED-C: Improve the appeal of the Telegraph commercial district to local residents and to the larger population that works, visits, and attends cultural and sporting events in the area.

Policy ED-C1: Revise the Telegraph Avenue zoning quota system.

- A. Amend the zoning ordinance to eliminate the quota on full service restaurants while ensuring that conversion of new full service restaurants to other food service uses is not permitted.
- B. Consider removing or amending quotas on other types of food service establishments and retail uses and services to maintain the diversity of commercial uses in the Telegraph commercial district.

Policy ED-C2: Collectively market and advertise the area's cultural facilities, museums, architectural and historic resources, and concerts in conjunction with the shops and restaurants in the commercial district.

- A. Work with merchants and community groups to create a book of discount coupons for area retail businesses to be distributed to University staff and faculty, the UC Berkeley Visitors Center, the Berkeley Chamber of Commerce, the Berkeley Convention and Visitors Bureau, and local hotels.

- B. Include coupons for local businesses, particularly restaurants, with or on tickets to local cultural and sporting events.
- C. Include landmarks on City directional kiosks.

Policy ED-C3: Better meet the needs of student residents by encouraging retail uses, such as eating establishments and cafes, to keep later hours. *(See Policy ED-B3.)*

Policy ED-C4: Work with the residents of surrounding neighborhoods to identify the types of commercial goods and services that would attract those residents to visit and shop in the area more frequently.

Objective ED-D: Improve customer, visitor and delivery access to the Telegraph commercial district. *(See the relevant policies in the Transportation Element.)*

Objective ED-E: Better link the fifth block of Telegraph Avenue (south of Dwight Way) with the rest of the commercial district to encourage a continuous pedestrian flow and increased customer base. *(See the Community Character Element for more policies regarding the fifth block of Telegraph Avenue.)*

Policy ED-E1: Continue future Telegraph Avenue streetscape amenities, such as street trees, banners, kiosks, and sidewalk lighting, south of Dwight Way to Parker Street.

- A. Complete a Streetscape Plan for the area, including the area south of the Dwight Way and the Telegraph Avenue “triangle,” to improve the connections between the fifth block of Telegraph and the rest of the commercial district.
- B. Consider “active” uses such as newsstands, food and coffee carts, or street artist spots in this space.
- C. Consider design improvements to the “free right turn” for autos at Dwight Way and Telegraph to make the crossing safer for pedestrians and to improve the pedestrian link between the fifth block and the rest of Telegraph Avenue.
- D. Consider gateway features announcing the Telegraph Avenue commercial district at Parker.
- E. Consider improved lighting in the area.

Policy ED-E2: Encourage and expedite filling vacant storefronts south of Dwight Way.

- A. Revise the City of Berkeley Zoning Ordinance so new commercial or mixed-use buildings south of Dwight Way are not required to provide off-street parking (the Zoning Ordinance currently requires parking for new commercial space in this area, while no parking is required north of Dwight Way).

- B. Ensure that new development in the area is scaled appropriately to create a transition from the taller buildings in the Telegraph Avenue Commercial District to the shorter buildings in the surrounding neighborhoods.

Policy ED-E3: Continue to include Telegraph Avenue businesses between Dwight Way and Parker Street in all marketing and promotional materials and signage.

Objective ED-F: Reinforce the mixed-use character of the Telegraph commercial district.

Policy ED-F1: Prioritize the development of the Berkeley Inn Site at Haste and Telegraph, with ground-floor retail uses and housing above.

Policy ED-F2: Encourage the development of new mixed-use buildings on sites currently occupied by one-story buildings with no architectural or historic merit.

Policy ED-F3: Amend the C-T zoning provisions to allow upper floor office uses in new buildings on Bancroft. (*See the Land Use and Housing Element for further policies.*)

- A. Support small non-profit office uses on Bancroft.

COMMUNITY CHARACTER ELEMENT



2009 Update: *The Community Character Element focuses on the built environment in the Southside area. Much of this element outlines the types of structures that can be found in the area, which give the Southside its rich character. Because these structures have not changed significantly over the past ten years, the element has little that is outdated. References to the Underhill project and defunct businesses have been updated, and Appendix C has been added to specifically call out all designated or listed resources as of April 2009.*

I. STRATEGIC STATEMENT

The Southside's unique physical character has evolved over years of incremental growth and reflects a variety of uses. The Southside is at once:

- a neighborhood of architectural richness that includes some of Berkeley's most architecturally distinctive buildings;
- an area that feels cohesive despite its eclectic mix of architectural styles and varied scale from single-family homes to high-rise buildings;
- the physical expression of a cultural landscape that has helped define national and regional social and political life;
- a district of widely varying uses, from a bustling urban commercial core to University and institutional buildings to tranquil tree-lined residential streets; and
- an urban environment with cultural amenities that serves as a destination neighborhood.



First Church of Christ, Scientist by Bernard Maybeck



A contemporary building at the corner of Telegraph Avenue and Durant Avenue

The purpose of the Community Character Element is to put into place policies that recognize, preserve, and enhance these characteristics. It also outlines opportunities to build on the area's historic richness, and to re-knit and restore portions of the Southside that have suffered from insensitive development in the past.

The goals of this Element are to:

- Preserve and restore existing historic buildings and features of the neighborhood;
- Ensure that new structures are compatible with their surrounding context, especially with historic buildings, while allowing for contemporary architectural expression;
- Identify, respect, and strengthen good building clusters, specific streetscapes, and other distinctive relatively small townscape units;
- Improve the distinctive landscape character of the Southside;
- Improve and enhance the Southside's streetscape and important urban places;
- Acknowledge and celebrate the neighborhood's historical and cultural significance in projects and plans; and
- Strengthen Southside community identity through inter-generational housing opportunities.

II. HISTORY OF THE NEIGHBORHOOD

A. 19th Century - Early Neighborhood Development



Greene and Greene house on Piedmont Avenue

From its beginnings, the Southside has been a neighborhood in transition. The origins of the Southside neighborhood date back to the 1860s when the private College of California purchased land in then-rural Berkeley for its new campus. This land was later transferred to the State of California to become the site of the new University of California.

College-owned property south of Strawberry Creek was subdivided by the College and sold off for development. Two of these subdivisions—the Berkeley Property Tract, east of today's College Avenue, and the College Homestead Tract, west of College and east of Shattuck became today's Southside neighborhood. The Berkeley Property Tract was laid out by landscape architect Frederick Law Olmsted with prominently curving Piedmont Avenue following the natural contours of the land. The College Homestead Tract was laid out with a more traditional rectilinear street grid.

During the last quarter of the 19th century, the Southside area gradually grew and evolved into a primarily residential district. It included many single-family homes, a scattering of private student living groups in large houses, churches, and some commercial buildings along Telegraph Avenue. Initially, the commercial concentration

occurred north of Bancroft Way in an area that is now part of campus, and around Dwight Way. Telegraph Avenue ran north to a wooden bridge over Strawberry Creek, where Sather Gate is today. Neighborhood buildings were built in characteristic Victorian-style architecture. Around the turn of the century, Craftsman or Bay Region structures began appearing in Berkeley neighborhoods, with notable examples designed in the Southside by Bernard Maybeck, Julia Morgan, and Greene and Greene.

B. Early 20th Century – an Architectural Golden Age



Berkeley Women's City Club on Durant Avenue, designed by Julia Morgan

Rapid development transformed both Berkeley and the Southside neighborhood in the early part of the 20th century. This was due to the arrival of streetcar lines, numerous people relocating from San Francisco's 1906 earthquake and fire, and the growth of the University.

From the late 19th century through the 1930s substantial commercial buildings, often providing housing above retail storefronts, rose along Telegraph Avenue. Private clubs established in the area and local churches built large multi-building complexes. Most vacant lots were developed into single-family homes and apartment buildings, often to house University staff, faculty, and students. Distinctive apartment buildings rose amidst single-family homes.

Three hotels were constructed: the Durant Hotel, the Carlton Hotel, and the Berkeley Inn. Many student living groups built large quarters, particularly east of College Avenue. This period might be termed a "Golden Age" of Southside building. Berkeley's most skilled and visionary architects executed some of their best work in the Southside at this time. Bernard Maybeck's First Church of Christ, Scientist, on Dwight Way, is a national landmark. The Berkeley City Club, on Durant Avenue, represents one of Julia Morgan's finest structures.

As the University began to grow, it had a considerable effect on the built form of the neighborhood in the first three decades of the 20th century. The University completed a series of acquisitions and developments that effectively moved the campus edge south from Strawberry Creek to Bancroft Way on land previously owned by the College of California. The Edwards Track Stadium complex, International House, Memorial Stadium, Hearst Memorial Gymnasium for Women, and Harmon Gymnasium (now Haas Pavilion) all established a prominent presence for the campus. These buildings created a link between "town and gown" along or near the northern edge of Bancroft.



Casa Bonita at Haste and Bowditch Streets

By 1930, the Berkeley campus was nationally prominent, with more than 11,000 students (compared to 2000 in 1899). The Southside neighborhood was characterized by a mixture of single-family homes, multi-unit buildings, group living quarters, and private institutions. Telegraph Avenue was solidly commercial.

C. Postwar Transformation

During the 1940s through the early 1950s, the character of the neighborhood was dramatically transformed. The Bay Area's population grew rapidly, first with war worker immigrants, then with the combination of the "Baby Boom" and returning veterans and other newcomers seeking economic opportunity, mild weather, and/or cultural and social bohemia in California. University enrollment increased rapidly after World War II, placing demands on the local housing supply. Cars began to replace streetcars, and parking garages and lots became prominent fixtures of institutional, residential, and commercial development.

In the 1940s, the University decided that substantial development was needed not only for academic facilities on the campus but for facilities providing student housing, outdoor recreation space, and parking serving the campus. In the 1950s the University began a program to acquire the majority of 10 square blocks in the neighborhood north of Dwight Way, as well as additional land on the Northside; about 45 acres of "off-campus" land were sought.



Residential Unit 2

D. The 1950s to the 1970s: An Era of Change

On most of the blocks where the University acquired land, existing buildings were demolished and new facilities built. These included three residence hall complexes (with five buildings each), the Berkeley Art Museum/Pacific Film Archive, the Underhill parking/playing field structure, and a number of sites where surface parking lots were developed or pre-fabricated buildings located.

These developments, mostly of modern architectural character, altered the urban composition of the Southside. From a fine-grained pattern of multiple buildings on a block, large parts of the urban fabric changed to a pattern in which one building or a single unified complex of new buildings would cover much of a single block. These structures often turned their back to the street to create internal amenities for the complex leaving blank walls, loading docks, or other disengaging elements where entries and porches had been.

Between the mid-1950s and the late 1960s, the University developed a new student center complex in the area north of Bancroft Way once occupied by non-university structures. The four-building development (Zellerbach Hall, Eshleman Hall, Dining Commons, and Student Union) also transformed the northernmost block of Telegraph Avenue into Upper Sproul Plaza. This completed the establishment of Bancroft Way as a distinct edge between campus and community, and moved the center of student activities from the old Student Union in the middle of the campus, to the edge of the Southside, adjacent to a neighborhood in growing ferment.



Martin Luther King Jr. Student Union and Eshleman Hall

one-way in order to facilitate auto traffic in the neighborhood, following the belief that moving traffic faster was the way to solve neighborhood congestion. The streetcar lines on College Avenue, Telegraph Avenue, and Bancroft Way that had defined the neighborhood for half a century had long since been removed and replaced with bus lines.

During the same period the City of Berkeley, pursuing the then popular strategy of “urban renewal,” encouraged private property owners to remove older buildings and replace them with newer structures. For example, Cody’s Books moved from an old Telegraph Avenue storefront to a newly built store at Haste Street and Telegraph Avenue because the old building was scheduled for removal at the City’s behest.



Typical apartment complex built in the Southside in the 1950s and 1960s.

In the 1950s and 1960s, the University’s enrollment increased while at the same time many family and older residents moved from the Southside to the Berkeley hills or more distant suburbs. They were replaced by a much younger and more transitory student and youth population. This led to a considerable transformation in the character of the older “single-family” parts of the Southside. Some single-family homes were converted into multiple rental units; others were demolished to make way for larger apartment buildings for the student market. These buildings were characteristically of

modern design, with simple stucco exteriors, flat roofs, metal window frames, and parking garages on the ground floor. Often, they were built very close to lot lines and the sidewalk. Multiple curb cuts required removal of traditional streetscape planting.



Telegraph Avenue today

Amid this physical evolution, cultural changes in the 1960s established the Southside as an internationally recognized neighborhood. Intellectual exchange fostered at the University overflowed into adjoining neighborhoods and encouraged businesses such as bookstores, theaters, and cafes. A ban on political activity on campus further encouraged the bohemian atmosphere on Telegraph Avenue and incited the Free Speech Movement of 1964. Anti-war protests and civil rights demonstrations found their local expression in Berkeley's Southside.

According to W. J. Rorabaugh, in his book *Berkeley at War*, Telegraph in 1964 was "Berkeley's jewel; it was cosmopolitan, artistically aware, politically diverse, and open to new ideas. The street's ambiance subtly drew restless people to the area."

Community activism in urban planning issues was fostered by the spirit of the era. The grass roots movement that established People's Park, the Southside's largest open public space, began in 1969. The park was created on one of the University properties that had been cleared of older homes to make way for a high-rise residence hall complex. Community discussion and debate over increased traffic led to the placement of street barriers to protect adjoining neighborhoods from the Southside and its traffic; this resulted in Southside streets north of Dwight Way becoming dense and busy arterials carrying both neighborhood and commuter traffic that was funneled through only a few entrance and exit points such as Warring Street, Telegraph Avenue, Gayley Road, and College Avenue. In the early 1970s, the City redesigned Telegraph Avenue's streetscape, creating wider sidewalks soon filled with street artists. These independent artisans represent a creative autonomy that is a defining element of the Southside's commercial district today.



Berkeley Art Museum/Pacific Film Archive

The Southside's dramatic physical changes of the 1950s and 1960s slowed down by 1970. University land acquisition and housing construction largely came to a halt. The ongoing social and political change combined with a lack of student interest in institutional housing fomented a citywide resistance to the effects of increased housing density, removal of older buildings, and increased traffic.

E. 1980s to Present

In the last two decades there has been limited development in the Southside. Projects have typically been constructed on single sites rather than entire blocks. Generally, new development has been limited to incremental, relatively small-scale infill. The University filled some lots with mid-sized housing or office developments, including the Beverly Cleary Residence Hall (west of Telegraph Avenue, between Haste Street and Channing Way), and the Tang Center (University Health Services) on Bancroft Way.

Along Telegraph, two new buildings were constructed and several older commercial and mixed-use buildings were seismically upgraded and renovated, often including remodeling storefronts consistent with the historic character of the street. Public streetscape improvements have included new street trees along Telegraph Avenue, replacing those killed in 1989 by a winter freeze.

These changes in recent years represent development on a smaller and more incremental scale, in comparison to the sweeping changes and development of the 1950s and 1960s. The most visible change has been the removal of two large structures: the Underhill parking structure, demolished for seismic deficiencies, and the four-story brick Berkeley Inn on Telegraph Avenue at Haste Street, demolished after two fires. University construction of a new central dining commons and housing office facility on the Underhill block, and a student housing project at College and Durant Avenues, began in 2001.



The Tang Center on Bancroft Way

An increasingly prominent factor in neighborhood development has been the need to strengthen buildings against earthquakes. Some private institutions, including the American Baptist Seminary of the West and the Town & Gown Club, have recently renovated historic buildings as part of seismic upgrades. The University has upgraded all of its residence halls in the Southside and is considering improvements related to its other buildings such as the Berkeley Art Museum/Pacific Film Archive.

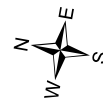
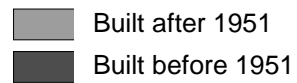
2009 Update: *The University's Underhill Area Project – which also included constructing the new Underhill parking structure, and new residence halls within the Unit 1 and Unit 2 complexes and along Channing west of Bowditch – were all completed by 2008.*

III. EXISTING CONDITIONS

A. Age of Buildings

Map CC-1 classifies the area's buildings by whether they were built before or after 1951. The resulting pattern vividly illustrates how some parts of the Southside have undergone sweeping changes during the last half century while others have stayed more or less intact. It also suggests much about the present visual character of particular blocks or street segments.

General Age of Buildings



Map CC-1: General Age of Buildings Existing in 2001

B. Historic Resources

The Southside area contains a wealth of historic properties representative of several eras in architectural and community history. The Southside contains particularly fine examples of the "Bay Region" or "Berkeley brown shingle" style. Maybeck's Town and Gown Club, and the Anna Head School complex are among the foremost surviving examples of this important era. Several of the buildings along Telegraph Avenue north of Dwight Way are excellent examples of early 20th century commercial development.

The Southside also includes several buildings that are among Berkeley's and the East Bay's oldest buildings. What is thought to be Berkeley's oldest surviving home is located in the 2300 block of Dwight Way on the edge of the Southside, and several smaller houses near Telegraph Avenue date back to the 1870s and 1880s, an era when Berkeley was still largely farmland.

As of November 2001, the City had officially designated more than 40 "landmarks" or "structures of merit" within the Southside Plan area and the immediately adjoining part of UC's main campus. Approximately 80 buildings or other features here were identified by the State Historic Resources Inventory (SHRI), a survey that was done in 1977-79 -- and which, be it noted, was a representative survey rather than a full compendium. The list of Southside buildings includes works by some of Berkeley's most distinguished architects such as Maybeck and Morgan, as well as Henry Gutterson, George Kelham, and Walter H. Ratcliff, Jr.

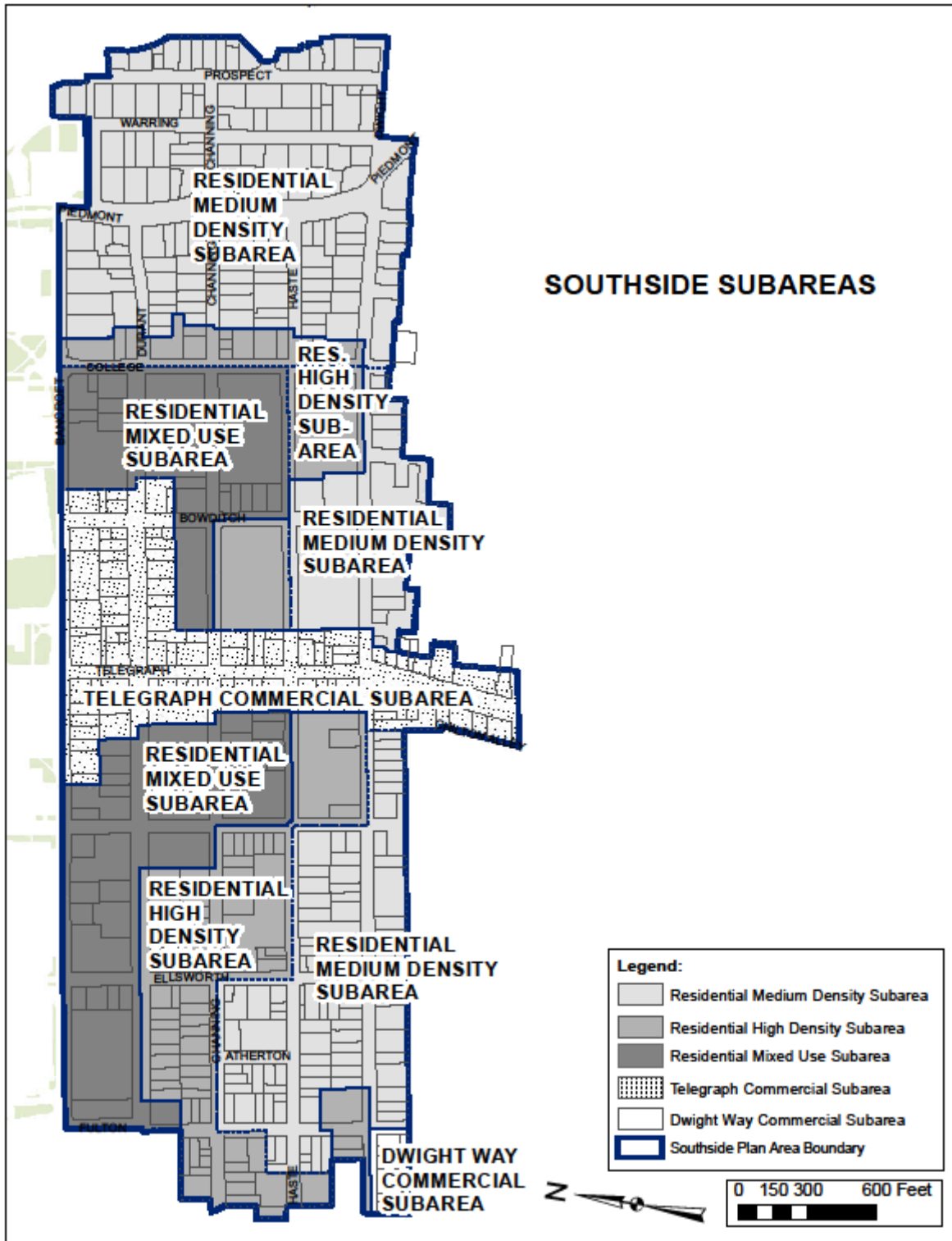
The Southside is also distinctive in that some of its landmarks are not structures but other kinds of features such as People's Park. The other two such landmarks are Frederick Law Olmsted's Piedmont Avenue streetscape and the People's Bicentennial History of Telegraph Avenue mural on Haste Street at Telegraph.

Official designation and recognition of the neighborhood's architecturally and historically significant structures is incomplete. One reason is that implementation of Berkeley's Landmarks Preservation Ordinance has largely depended on the efforts of volunteers to document, describe, and propose for official landmark status significant buildings.

Additional landmarks and structures of merit can and should be designated. Among these might be a number of the pre-1951 buildings shown by Map CC-1.



People's Park



Map CC-2 Subarea Locations, 2009

2011 Update: *The City designated additional landmarks between 2003 and April 2009. These are included in Appendix C.*



William E. Colby house

C. Design Features and Subarea Characteristics

Each of the four main subareas of the Southside (see Map CC-2) has its own distinctive urban character. The subareas (except for the small Dwight Way Commercial area) are discussed below.

However, these discussions are somewhat generalized. Looked at more closely, the Southside is in a sense a complex mosaic

of more or less distinct, even smaller townscape units which subdivide, and sometimes overlap boundaries between, the major subareas. The smaller entities vary greatly in nature and in size, ranging from large ones like Piedmont Avenue to localized enclaves of similarly styled buildings like the Colonial Revival homes along Atherton Street. An Appendix to the Design Guidelines locates and briefly describes many of them.

TELEGRAPH COMMERCIAL SUBAREA

The Telegraph Commercial Subarea is largely composed of one- to five-story buildings, most of them built to the sidewalk line and having commercial storefronts. Most of the



Varying façades on Telegraph Avenue, looking north towards the U.C. Campus

commercial buildings date to either the first three decades of the 20th century or the 1950s/60s era. Many of the commercial buildings have upper floors containing housing. There are several formerly residential structures which have been converted to commercial uses.

Building façades in the Telegraph Commercial Subarea are most often in a flat plane on the street side, without significant setbacks or variations above the first floor. They are, however, often articulated with substantial architectural ornamentation,

including inset windows, projecting window frames, roof cornices, and doorway surrounds. Utilitarian roofs are often hidden behind overhanging cornices or articulated roof lines, often of quite elaborate character. Brick, stucco, and similar materials predominate on the exterior of the older buildings in the Commercial Subarea, with several buildings displaying distinctive patterned brick façades or architectural ornaments applied to stucco façades.

Newer buildings in the subarea are constructed with stucco, concrete, glass, and/or steel façades. Prominent newer buildings include Cody's Books (2464 Telegraph Avenue), the building housing Bison Brewing (2598 Telegraph Avenue), and the commercial building on the southwest corner of Durant Avenue and Telegraph Avenue. The City's Telegraph/Channing Garage, with its exterior seismic bracing of bright orange metal columns, represents perhaps the most unusual modern design in the Commercial Subarea, quite different from nearby buildings.



Awning and signage examples on Telegraph Avenue



Telegraph/Channing Garage's seismic bracing elements

At the street level the commercial storefronts largely maintain a traditional rhythm, with large plate glass windows often below smaller clerestories and above solid bulkheads of brick or tile. Storefront entries are typically inset from the street, and several storefronts containing different businesses may be located in a single building. Few businesses extend for more than one or two storefront bays, perhaps 30-60 feet, creating a varied and contrasting pattern of businesses. There are no driveway entrances to buildings or garages along Telegraph Avenue north of Dwight and there are relatively few driveways on the cross streets in the subarea.

There is an eclectic range of storefront design in the Telegraph Commercial Subarea, which adds to the flavor of this unique retail area. Some are solidly traditional such as a Julia Morgan storefront on Bancroft Way that used to house George Good's men's store (2546 Bancroft Way), while others are flamboyantly Post-Modern. Changing retail patterns are reflected in the storefronts and their commercial signage.

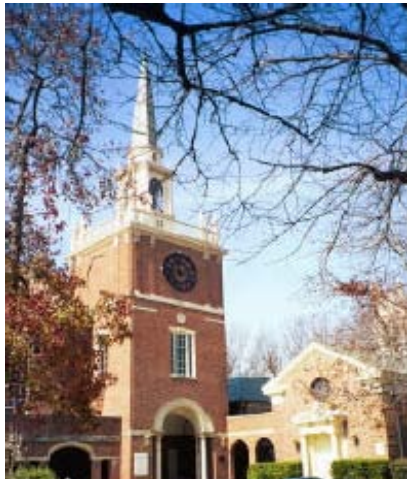
In recent years there has been a trend towards removing façade modifications made in the 1950s and 1960s and constructing more traditional storefronts. Upper façades of buildings have also been restored in several cases to an earlier traditional character, most notably at the Granada Building at the southeast corner of Telegraph Avenue and Bancroft Way. A distinctive feature of the 1960s streetscape, the so-called "riot architecture" which filled easily-broken storefront windows with solid walls of brick or tile, has largely disappeared in the commercial district. An exception is the prominent Bank of America at the northeast corner of Durant and Telegraph Avenues.

RESIDENTIAL MIXED USE SUBAREA

The character of the Residential Mixed Use Subarea is a collection of distinctive structures often interrupted along the street by gaps such as surface parking lots. This portion of the Southside was affected more directly by 1950s and 1960s demolition and new development than other parts of the neighborhood. With limited exceptions, its

older pattern of single-family homes and other smaller structures has been lost. The area includes many larger buildings of either early 20th century or 1960s vintage, as well as a number of surface parking lots.

Defining built features in the Residential Mixed Use Subarea include:



First Congregational Church on Dana Street

- private institutions, including several churches and private clubs, and a number of religious centers serving the University community;
- University residential buildings, offices, and other facilities, including most of the high-rise residence halls and the Berkeley Art Museum/Pacific Film Archive;
- private apartment buildings; and
- surface parking lots, including ones owned by the University, churches, and private operators.

In general, while there are large buildings in this subarea, in most cases their massing is not uniform. In older structures such as the churches and private clubs, this is most typically accomplished by combining several varied building masses with different roof lines, heights, and setbacks. In the University's high-rise residence hall units, the design follows a popular approach of the 1950s and 1960s with a vertical "tower" or multiple towers with a horizontal "bar" (the dining pavilions), all situated in a unified landscaped setting.

The streetscape of the Residential Mixed Use Subarea is quite varied in terms of setbacks and building placement. Few buildings come right to the property line. Most have at least a small setback, often landscaped with shrubs, trees, and vines. For older buildings, the entrances are usually oriented to the street, with a prominent porch, richly detailed doorway, steps, or other architectural ornamentation. In contrast, some of the newer buildings are more utilitarian, usually with simple glass planes in metal frames. The entries of the high-rise residence halls face the interior of the block, while the Berkeley Art Museum's entrances are recessed from the sidewalk on Bancroft Way and accessible through a sculpture court on Durant Avenue.

An additional distinctive difference between the older and newer buildings is that the former tend to have varied and articulated roof forms. Usually they incorporate at least some pitched or gabled roof elements, sometimes with a very complex profile and character. Many of the older buildings have tower elements. These can be seen on the residential tower of the City Club and several church spires or towers. The newer buildings tend to have a more uniform,



Recessed entry of the Berkeley Art Museum

flatter roof line with little or no ornamentation along the façades.

2009 Update: *As part of the Underhill Area projects, the dining pavilions for Units 1 and 2 were demolished and replaced with a single dining commons.*

RESIDENTIAL SUBAREAS

The Residential High Density Subarea and the Residential Medium Density Subarea retain many of the older buildings in the Southside and have a more fine grained urban pattern than the other two Subareas. Most of their buildings are set in landscaped lots with some planting in front, side, and back yards, giving the area a greener and less built-up appearance. Off-street parking is generally located behind or under the building.



Typical housing stock in the Residential Medium Density Subarea

The buildings vary in size and architectural character. East of Telegraph Avenue, the buildings are predominantly larger residential buildings including fraternities, sororities, apartment houses, UC housing, and cooperative housing. Most are architecturally interesting buildings although some plain stucco boxes are intermixed. Most are two to four stories in height.



Fraternity building on Piedmont Avenue

West of Telegraph, primarily west of Dana Street, the buildings are a mix of early-20th Century or later apartment buildings in various design styles and large single-family homes. Whole block faces of these homes survive, which have been typically converted into multiple rental units. Most buildings are two to four stories in height. In contrast to the area east of Telegraph Avenue, almost all of the housing units are self-contained apartments instead of group living buildings.

Non-residential uses are scattered within the subarea including a corner grocery store, a University parking lot/tennis structure, a child care center, and private, often medical, offices.

Architecturally, the buildings in the Residential Subareas exhibit a wide range of styles, from Victorian to Craftsman to Modern. However, many of these structures share common features such as easily identifiable front entrances, rows or patterns of traditionally shaped windows, and varied roof lines. Many have pitched roofs and attic stories with dormer windows or gables to break up the building mass. Two- to four-story

buildings predominate, although the roofs often rise well above the useable second or third story.

D. Significant Views, Vistas, and Gateways

The Southside is beautifully situated on a gentle slope at the base of the Berkeley Hills. Its gentle topography provides multiple vistas which connect the natural and built environments.



Looking east along Bancroft Way towards International House

San Francisco Bay and the hills of Marin County punctuate the westward views, especially along Bancroft Way. Conversely, the eastward views up streets such as Channing Way, Durant Avenue, and Dwight Way display the steep forested rise of the Berkeley Hills. The prominent form of International House, set against the background of Panoramic Hill at the eastern terminus of Bancroft Way, provides one of the Southside's most distinguished urban design elements.

Northward, views towards the University along streets such as Telegraph Avenue, College Avenue, Bowditch Street, and Dana Street are directed towards prominent campus buildings such as Sather Tower and Wurster Hall. Indeed, Sather Tower (the Campanile) is one of the most prominent architectural features in Berkeley. It serves as a directional indicator not only in the Southside but from many points in the San Francisco Bay Area.

The Southside area also has a number of points through which large numbers of pedestrians and/or vehicles travel each day, including Bancroft Way at Telegraph Avenue and Dwight Way at Telegraph. Some of these points, essentially gateways to the neighborhood and the campus, are shown on Map CC-3.

E. Street Amenities

The Southside's streetscape, including the sidewalks, street trees, lighting, and street furniture, provides a potentially unifying landscape character throughout the neighborhood but currently suffers from heavy use and fragmentation.

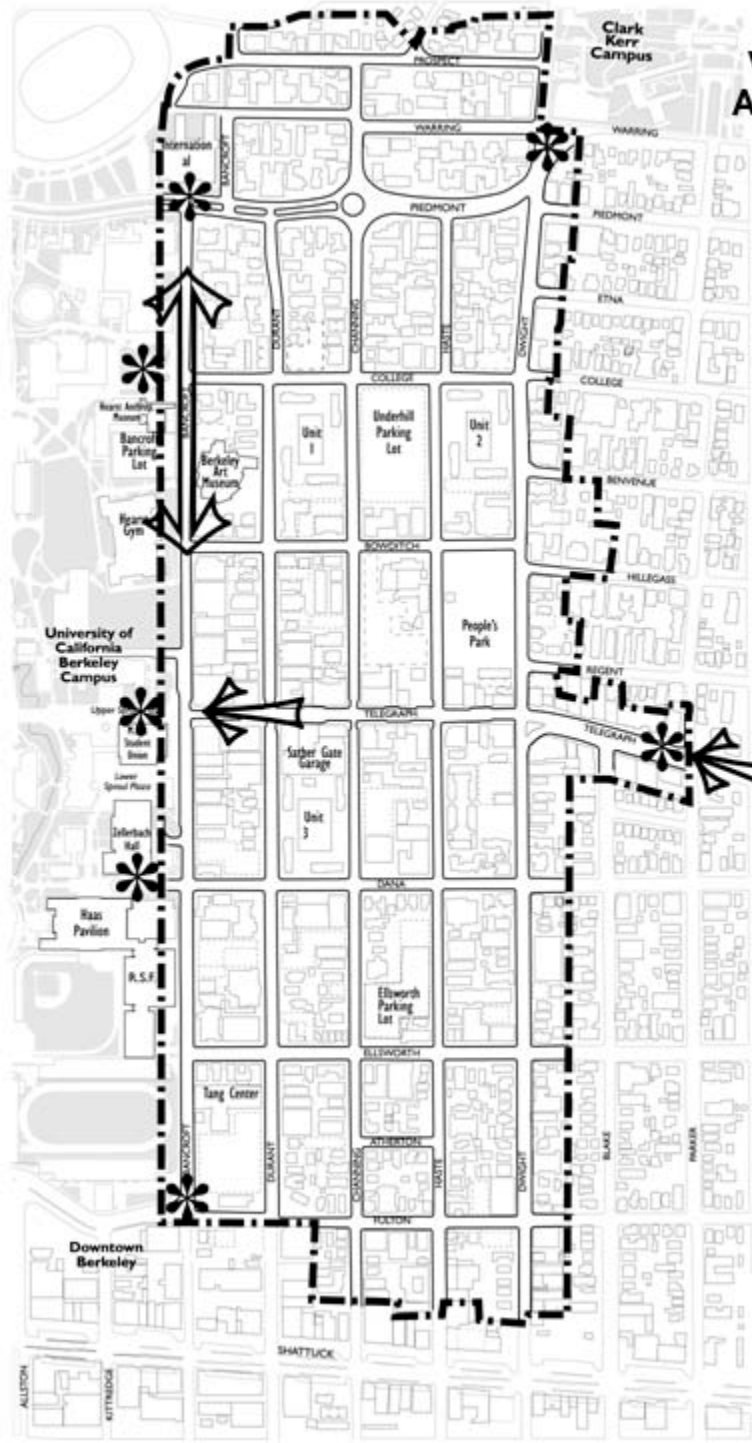
Transit Stops

Public transit through the neighborhood is heavily used. Most bus stops are simply marked by a sign pole displaying bus numbers. In various places pedestrians have to thread their way through crowds of transit patrons waiting on narrow sidewalks.



Looking north up Telegraph Avenue at Sather Tower (the Campanile)

SELECTED VIEW CORRIDORS AND FOCAL POINTS 2003



- Legend:**
- * Focal Point
 - ← View Corridor
 - - - Southside Study Area Boundary
- N

*Revised 2/2003
City of Berkeley Planning and Development Dept.*

Map CC-3: Selected View Corridors and Focal Points - 2003

Lighting

Pedestrian lighting is inconsistent in the Southside, and in many locations, sparse. Most lighting in the neighborhood has been designed and placed to illuminate the streets for vehicles, rather than the sidewalks for pedestrians. Along Telegraph Avenue, street lights glare down a harsh, bright yellow light on pedestrians. On the cross streets, the sidewalks are considerably darker, and the transition from one zone to another can disorient pedestrians and, according to the Berkeley Police Department, creates an opportunity for increased criminal activity. Lighting on private property is typically designed to light only front entrances and is inadequate to light adjacent sidewalks. In response to this condition, the University and City undertook a Pedestrian Lighting Study to review and recommend improvements designed to aid the pedestrian. As a result, trees in the area have been pruned, lighting improved, and pedestrian scale lights have been installed on the west side of Piedmont Avenue. See the Public Safety Element for additional information on pedestrian lighting improvements.



Looking west down Bancroft

Maintenance

General upkeep throughout the area is a concern. In recent years there has been an improvement in street and sidewalk maintenance, especially in the commercial area. The recently formed Telegraph Property and Business Improvement District (TPBID) plays a key role in improving maintenance in the area by assisting with regular sidewalk cleaning, and graffiti clean-up and prevention programs.

Many of the buildings in the Residential Subareas have a worn appearance, particularly among those that have been converted from single-family into multiple-unit buildings. Landscaping is sometimes unkempt and parked cars spill over into former front yards. Buildings which retain considerable architectural detail and variety on the exterior have often been painted in monochromatic colors by budget-conscious owners. Because of crime and the perception of crime, “landscaping” in recent decades has often included barred entries and metal fences at the sidewalk edge.



Signage

Commercial signage in the Southside is often both creative and functional, providing a unique sense of the district and its eclectic businesses. Directional signage is nearly absent from the neighborhood. Public parking and prominent public and private facilities in the neighborhood are difficult to locate. The entire frontage of the University campus on Bancroft Way is lacking a sign identifying the University and its many publicly used facilities. Similarly, there are no signs or information kiosks providing directions



to local businesses.

The Southside area has one of Berkeley's richest architectural, social, and cultural heritages; but, aside from a few plaques, there is no public acknowledgment of this legacy.

Sidewalks

The sidewalks in the Telegraph Commercial Subarea are cluttered with garbage cans, news racks, and sandwich board signs. The sidewalks on Telegraph Avenue, constructed in the early 1970s of exposed pebble aggregate, are worn and appear perpetually dirty despite constant steam cleaning efforts, and are interrupted with incongruent paving materials. The wider sidewalks on the commercial portions of Durant Avenue are damaged by decades of utility repairs, and are largely devoid of street trees.

Elsewhere in the Southside, especially on portions of Haste Street, Dwight Way, and Bancroft Way, the sidewalks are too narrow to easily carry the high number of



pedestrians, wheelchair users, and others who require wide sidewalks. Throughout the neighborhood, sidewalks have been damaged by settlement, tree roots, and construction. Not all intersections have adequate disabled access ramps and many sidewalks are an obstacle course of news racks, poles, garbage cans, and other street furniture.

F. Landscaping and Open Space

The Southside area retains a substantial number of mature, tree-lined streets which enhance its character and complement its buildings. Along streets such as upper Dwight Way and most of Bowditch Street, street trees are a predominant visual characteristic, rising to considerable heights and arching over the street. This reflects the early character of the Southside neighborhood and helps mitigate vehicular traffic.



Overall, however, Southside public street tree plantings are in decline. Two of the most common species in the neighborhood, the American elm and the camphor, are subject to disease, causing older specimens in the neighborhood to die each year. There has been no consistent public street tree planting effort in the neighborhood except for a recent City project that added some trees along Dwight and on Telegraph south of Dwight, and the mid-

1990s replacement of the Telegraph street trees destroyed by a freeze in the winter of 1989. Scattered efforts by property owners to plant new trees are not keeping up with the overall decline of the street trees. Newly planted street tree saplings have a high mortality rate because of the heavy auto and pedestrian traffic in the neighborhood.

Plantings on private properties serve to create much of the green feel of the neighborhood. Except along Telegraph, most buildings in the area are set back from the sidewalk. They usually have at least a veneer of greenery--shrubs, ground covers, or vines--along their façade. Trellises, front yard trees, and narrow planted strips perpendicular to the street add dimension to the neighborhood landscape.



A tree-lined street in the Southside

The Southside contains few traditional parks or open spaces. People's Park is the largest green open space in the area and has two main recreational features: a basketball court and an open lawn. It also has community garden plots, many trees, and a small, infrequently used children's play area. Many residents consider the park uninviting to the general public and perceive the park as dangerous. The landscaping along Channing Circle and Piedmont Avenue is important to the area visually and historically, but does not function as recreational open space. The nearest city park, Willard Park, is two blocks to the south and functions well as a neighborhood park.

Many Southside residents use the University campus for green and active recreational space. The campus open spaces, however, are increasingly disrupted by construction, temporary uses, or development. One campus field adjoining the Southside was recently made the site of a temporary building to be used because of seismic upgrade needs elsewhere. The major playing field and active open space in the neighborhood, Underhill Field, was demolished in the mid-1990s and its replacement is still in the planning stages.

***2009 Update:** The new Underhill Playing Field was completed in 2008. Many of the trees along Dwight Way between Bowditch and College have been removed since 2003.*

IV. OBJECTIVES, POLICIES, AND ACTIONS

Objective CC-A: Retain and enhance the architectural character and appearance of the Commercial Subareas.

Policy CC – A1: Adopt and apply Southside Design Guidelines to ensure that new or remodeled structures in the Commercial Subareas are compatible with the existing architectural character of the retail district.

Policy CC – A2: Modify the existing zoning for the Telegraph Commercial Subarea to allow a maximum height and massing more compatible with the existing taller buildings along Telegraph.

Policy CC – A3: Improve the physical appearance and perception of safety in the Telegraph Commercial Subarea:

- A. Provide appropriate street furniture and amenities such as signage, trash and recycling receptacles, and pedestrian scale lighting.
- B. Enforce the City's existing regulations related to signage, outdoor seating, and news racks.
- C. Repair sidewalks as needed and consider repaving the existing sidewalks with a surface that is easier to clean than the existing surface.
- D. Complete the City's current efforts to add more bicycle racks on side streets adjacent to Telegraph.
- E. Allocate a small amount of current parking or loading zone area for bicycle parking.
- F. Add infill street trees, with grates and guards, as needed on Telegraph from Dwight Way to Parker Street and on Durant Avenue and Bancroft Way.
- G. Prioritize streetscape improvements on Durant Avenue between Dana Street and Bowditch, where the sidewalks are in poor condition, the street furniture is deteriorated, and there are very few street trees.
- H. Consider a different location for the food vending carts at Telegraph and Bancroft.
- I. Add information kiosks, directories, and signage providing a coherent directional system for users of the area on foot, in vehicles, and on bicycles, including clearly visible directional signage to popular destinations and events, and signage identifying the types of commercial services and goods in the area.

Objective CC-B: Retain and enhance the architectural character of the Residential Subareas.

Policy CC-B1: Require Design Review of new and alterations to mixed use and community and institutional buildings in the Residential Subareas to ensure that these structures are compatible with the existing architectural and residential character of these subareas.

Objective CC-C: Repair and improve the character of the Residential Mixed Use Subarea.

Policy CC-C1: Require Design Review of commercial, mixed use, and community and institutional buildings in the Residential Mixed Use subarea to ensure that these structures are compatible with, and help to improve and repair, the architectural character of this subarea.

Objective CC-D: Preserve and enhance the significant architectural and historic resources of the Southside.

Policy CC – D1: Preserve and maintain architecturally and historically important buildings in the area, including both landmarked and non-landmarked structures

whenever feasible.

- A. Complete the survey of significant historical, cultural, and architectural resources in the area.
- B. Designate as landmarks or structures of merit, through the City's Landmarks Preservation Ordinance, appropriate structures identified in the survey.

Policy CC – D2: If listed historic resources are threatened with demolition, explore the feasibility of relocating and renovating them at available sites within the Southside.

- A. Identify opportunity sites where these buildings might be relocated.
- B. Plan for such relocation so that sites are available when buildings become endangered.
- C. Provide guidelines or processes for building relocation or swapping. Encourage retention of historic structures in the same neighborhood.

Policy CC – D3: Broaden public awareness of architectural and historical resources in the Southside.

- A. Publish historical surveys and information on historical resources in reports, web sites, brochures, and maps for public distribution.
- B. Develop a program of building markers, maps, and other materials that explain the history and significance of the area and its key structures, sites, and characteristics.
- C. Encourage the use of exterior colors appropriate to a building's history; discourage monotone painting of buildings, particularly adjacent structures of dissimilar age and design character.



McCreary/Greer House on Durant Avenue

Objective CC-E: Improve safety in the Southside through urban design.

Policy CC – E1: Adopt and apply Southside Design Guidelines for improving public safety through the design of new buildings and the renovation and regular maintenance of existing buildings and existing landscaping.

Policy CC – E2: Improve and repair sidewalks, provide adequate sidewalk width, and provide disabled ramps at all intersections.

Policy CC-E3: Enforce the existing City regulations regarding posting materials on telephone poles, light poles and buildings.

Policy CC – E4: Improve pedestrian safety throughout the Southside.

A. Develop a pedestrian safety plan to identify which streets are most heavily used by pedestrians and should be prioritized for safety improvements including:

- Pedestrian-scale sidewalk lighting;
- UC emergency telephones;
- Signs to encourage the use of these streets at night;
- Regular street tree pruning;
- Improved outreach to property owners for regular tree and landscape pruning;
- Preservation, where possible, of existing mid-block pedestrian pathways.

B. Ease the lighting transition from brightly lit streets like Telegraph to darker side streets.

C. Change the streetlights in the Telegraph commercial area to white metal halide instead of yellow sodium vapor for safety and improved visibility.



University emergency phone

Objective CC-F: Enhance the urban streetscape, landscaping, and open space in the Southside.

Policy CC – F1: Maintain and enhance the existing street tree canopy and develop a street tree planting program for all streets in the Southside. Choose trees appropriate to each site; these may not always be those that grow fastest in their early years. Allow flexibility in the planting of multiple street tree species in order to avoid the loss of entire blocks of trees to disease.



A tree-lined street in the Southside

Policy CC – F2: Encourage tree and other landscape plantings on private properties, particularly in front yards, with an emphasis on native tree species. However, plantings should not be located or allowed to grow so as to interfere

with sidewalk lighting.

Policy CC – F3: Enhance gateways to the neighborhood with appropriate landscape and other design elements such as public art. Make these areas inviting and functional entrances for pedestrians and bicyclists. Gateways should be established and enhanced at:

- Upper and Lower Sproul Plazas;
- Kroeber Plaza at Bancroft and College;
- Parker and Telegraph;
- Dana Court, at the north end of Dana Street;
- Piedmont Avenue and Bancroft;
- Piedmont Avenue and Dwight Way;
- Bancroft Way and Fulton Street; and
- Dwight Way and Telegraph Avenue.

Policy CC – F4: Identify sites for public art in the Southside by working with the Chaplaincy for the Homeless’s Southside Neighborhood Arts Plan group, the City of Berkeley’s Civic Arts Coordinator and Arts Commission, and the University’s Subcommittee on Public Art.

Policy CC – F5: Restore historic Piedmont Way (now known as Piedmont Avenue) to a landscape character consistent with its original design, emphasizing its role as a landmark parkway and setting for historic residential buildings. Elements should include:

- Undergrounding overhead wires and removing utility poles;
- Re-establishing an overarching tree canopy and tree plantings;
- Appropriate pedestrian-scale lighting;
- Appropriate landscaping of the central median/greensward and Channing Circle; and
- Enforcing “no parking” restrictions in front yards and in the central median.

Policy CC-F6: Acknowledge the special relationship of many Cal alumni to the Piedmont fraternity/sorority area, and seek ways to involve alumni in advocating for, and funding, improvements and better upkeep of both public and private properties in the area.

Policy CC–F7: Continue to explore ways in which People’s Park can better serve the Southside neighborhood. Emphasize:

- Stronger connections between the park and adjacent land uses;
- Continued improvements to the park landscaping;



People’s Park

- Heightened attention to safety issues and concerns including improving park lighting;
- Encouraging use of the park by a wide variety of users for active and passive recreation uses and regular public events; and
- Adding interpretive signage to highlight the park's history.
(See also Policy LU-B3 in the Land Use and Housing Element.)

Policy CC-F8: Take into account shading impacts on adjacent structures and sidewalks in reviews of building design in an effort to allow as much natural light as possible.

Objective CC-G: Improve the appearance, appropriateness, and efficacy of all commercial and directional signage in the Southside.

Policy CC – G1: Apply the Southside Design Guidelines as they relate to commercial signage. Ensure that commercial signs announce establishments in a manner that is consistent with the City's sign ordinance and that complements the design of buildings.

Policy CC – G2: Develop design guidelines that provide coordinated directional signage throughout the Southside.



Sign for Mars Mercantile on Telegraph Avenue

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PUBLIC SAFETY ELEMENT



2009 Update: *The Southside continues to have unique public safety issues due to its significant student, visitor and homeless population and its location within a major earthquake fault zone and partially within a hazardous fire zone. Outreach regarding public health, public safety, and emergency preparedness issues can be challenging because of the transient nature of the student and visitor population. The City and the University both continue to focus substantial police resources and emergency preparedness efforts in the Southside.*

The Public Safety element goes into great detail about crime in the City and the Southside between 1992 and 1998. While this information demonstrates the types of crimes occurring in the area during that time, it is a level of detail that is not necessary for this Plan, and was therefore not updated. The 2009 chapter updates focus on the trends that were happening when the Plan was being written and current public safety trends.

I. STRATEGIC STATEMENT

While a concern for public safety has informed the policies of the other elements of the Southside Plan, this Public Safety Element not only provides further background information about public safety programs and community safety resources in the Southside, but also provides general policy direction to the many agencies concerned with the safety of the area's residents and visitors.

The Southside Plan addresses the three major public safety concerns in the Southside area:

- 1) crime, public health, and personal safety;
- 2) environmental hazards such as earthquakes and fires; and
- 3) traffic and transportation hazards.

Safety issues related to transportation and traffic are addressed in the Transportation Element.

The Public Safety Element focuses on safety issues that are unique to the Southside and its population, such as a highly transient population of residents and visitors, a large population residing in a vulnerable housing stock, the unique health needs of the large visitor population and the resident homeless population, and the physical interface of a major institution with a residential community.

The Element provides policy guidance regarding the following goals:

- Maintain a coordinated community-based police presence in the area;
- Target public health services and substance abuse programs and services to those in need in the area;
- Make changes to the physical environment and to existing services to improve safety;
- Establish special ordinances and regulations and enforce existing ordinances and regulations to minimize the loss of life and property in the event of a natural disaster;
- Support all efforts to coordinate City and University activities to improve community safety and prepare for and respond to natural disasters; and
- Establish a public monitoring process for implementation of health and safety improvements in the Southside.



Telegraph Avenue at Bancroft Way

Public policy about crime prevention is implemented by the City of Berkeley and UC Police Departments. Disaster preparedness policies are implemented by the UC Emergency Preparedness Office and the City's Office of Emergency Services, the Fire, Police, and Housing Departments, and the Building and Safety Division of the Planning and Development Department. This chapter of the Southside Plan will summarize the existing programs of these City and UC departments and recommend ways that the programs of these agencies can work in concert with the goals of the Southside Plan.



The corner of Telegraph Avenue and Durant Avenue

II. EXISTING CONDITIONS

Addressing public safety is a challenge in any neighborhood or commercial area. Public safety in the Southside is complicated by several factors: the area's transitory residential population; the area's large visitor population; a dense concentration of

students, merchants, shoppers, homeless people, street youth and visitors; the large volumes of pedestrians, bicyclists, and cars that use the roadways and sidewalks; the history and reputation of People's Park and Telegraph Avenue; and the nearby location of known earthquake and fire hazards.

A. Collaboration Effort

In the last ten years, the City and the University have increased their collaboration and efforts towards improving public safety in the Southside. After the Telegraph area riots in 1991 and 1992, then Mayor Loni Hancock appointed a Task Force to study the Telegraph area and make specific recommendations about improving safety.

The Task Force recommended several short-term improvements, most of which have been implemented. These include: focused regular bicycle police patrols, increased trash pickups, expanded homeless outreach programs such as the City's mental health mobile crisis team, increased police presence, and increased graffiti abatement programs.

The Telegraph Area Association (TAA), a non-profit community organization, was formed in 1993 as a result of the City and University's collaboration of the early 1990s. TAA was formed to create a forum for ongoing broad-based community input, to provide an agency to implement many of the Task Force recommendations, and to provide a vehicle for determining and implementing improvements in the Telegraph area. TAA works to reach consensus among residents, students, merchants, property owners, street artists, and others so that they can work with the City and the University to improve the Southside.

As the result of increased collaboration between the University, the City, local merchants, and property owners, the Southside has benefited from: improved and better coordinated service from the University and City Police Departments; improved street lighting; safety improvements in public garages; increased street cleaning; new regulations regarding problematic behavior; increased public health services through the Health Safety Team; and creation of the Southside Community Safety Partnership, a neighborhood watch umbrella organization, and the Greek Living Group Committee.

Improving public safety in the Southside will take a continued, cooperative effort from the City, the University, TAA and the citizens of Berkeley. The efforts of these groups currently underway are described in the following sections.

2009 Update: *The TAA stopped functioning in 2006. The City, the University, residents, and merchants continue to cooperate on efforts such as the Chancellor's Task Force on Student/Neighbor Relations established in 2005 and the Public Commons for Everyone Initiative adopted in 2008.*

B. Crime Trends

Historically, the Southside has one of the highest crime rates in Berkeley. Other high crime areas include the Downtown area and the residential neighborhoods bordered by Dwight Way, Ashby Avenue, College Avenue, and Fulton Street.

Chart PS-1

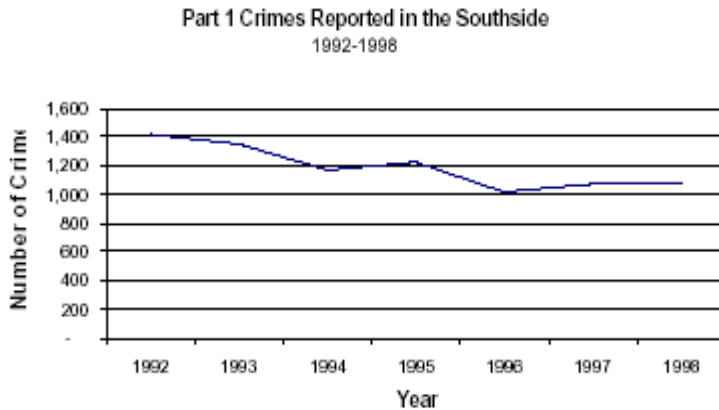
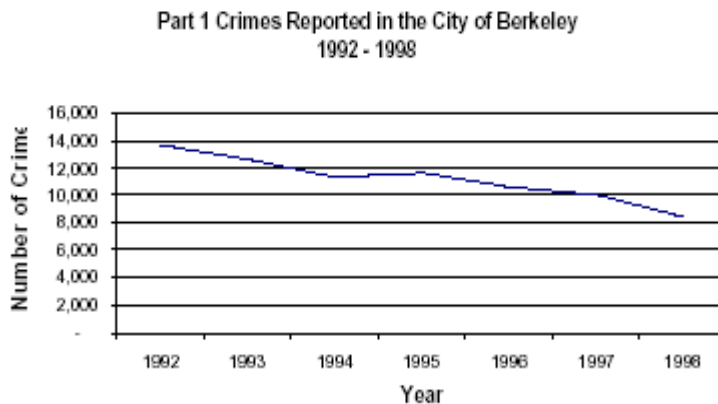


Chart PS-2



As Charts PS-1 and PS-2 and Table PS-1 illustrate, crime throughout the City, including the Southside, has been dropping since 1992. Major crimes, (referred to as “Part 1” crimes which include homicide, rape, robbery, aggravated assault, arson, burglary, theft, and auto theft), decreased by 36% in Berkeley from 1992 to 1998. As Table PS-1 indicates, the most common major crimes in the Southside are crimes against property, including robberies, burglaries, and thefts. Crimes against people, including homicide, rape, and aggravated assault, are a low percentage of total major crimes in the Southside. Robberies, while infrequent, are a major concern, and considerable efforts are made towards preventing and investigating these crimes.

Although many crimes show no geographic patterns, robberies, which include street muggings and commercial holdups, often occur along major streets. For example, roughly 25% of the 1998 robberies in the Southside occurred on Telegraph Avenue. One cannot assume, however, that major streets are less safe simply because more crimes occur on them. More people walk along Telegraph Avenue; consequently there is more opportunity for crime to take place on that street. Per capita, major streets may actually see less crime than smaller side roads such as Bowditch Street or Dana Street.

Table PS-1: Number of Reported Part 1 Crimes in the Southside

	1992	1993	1994	1995	1996	1997	1998
Homicide	0	0	0	0	0	0	0
Rape	3	2	1	4	7	3	4
Robbery	72	67	63	36	25	32	50
Aggravated Assault	56	56	47	35	33	43	29
Burglary	216	215	111	136	114	77	102
Theft	1,006	908	855	919	775	800	787
Auto Theft	61	89	80	88	66	113	95
Arson	9	6	17	7	4	5	3
Southside Total	1,423	1,343	1,174	1,225	1,024	1,073	1,070
City of Berkeley Total	13,216	12,706	11,360	11,571	10,545	9,989	8,461
Southside as a % of the City	10.8%	10.6%	10.3%	10.6%	9.7%	10.7%	12.6%

Source: Berkeley Police Department (BPD) and University of California Police Department (UCPD)
 Note: The UCPD does not maintain crime statistics prior to 1992.

In 1998, the City Council made a targeted effort to reduce Part II crimes such as vandalism, liquor law violations, public drunkenness, disturbance of the peace, drug and weapon offences, and trespassing because these crimes also significantly affect the perception of safety. The City made a commitment to maintaining an increased, visible police presence in the Telegraph Area until Part II crimes were brought down, and the Berkeley Police Department and UCPD

initiated a joint “Directed Patrol Effort” at the end of 1998 to target both major and Part II crimes. As a result of the joint Directed Patrol Effort, the number of Part II arrests in the Southside has increased significantly between 1996 and 1998.

2009 Update: *The Southside continues to have a higher rate of property crime (thefts, car break-ins, etc.) than the rest of the city. Over the past few years, property crimes have declined citywide and in the Southside area, but they are still a concern for the Police Department. Pedestrian robberies have become more prevalent in the Southside and the city as a whole; although they are still a small percentage of overall crime, the police give them close attention because they are a crime of violence. The Police Department responds by keeping the Southside beats relatively small so there are more officers in the area, and it continues to staff bike officer positions that are assigned to the Telegraph Avenue area. Each year, the Berkeley Police Department also works with the University to educate the student population about crime prevention and safety.*

III. CRIME PREVENTION PROGRAMS

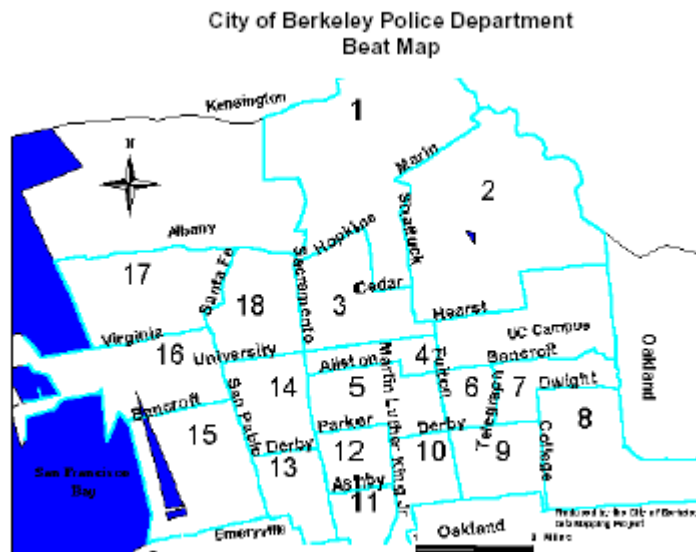
The Southside is served by the City of Berkeley Police Department and the University of California Police Department. The two departments coordinate their efforts closely, and share jurisdiction over the Southside area.

The City and University Police Departments each have jurisdictional authority in the Southside and both employ community policing strategies. Community policing is based, in part, on increased daily contact with the community, usually by foot or bicycle patrol, and on developing a problem-solving approach to crime in partnership with the community. The Berkeley Police Department has operated with a community policing philosophy since the mid-1990s.

A. City of Berkeley Police Department

The Berkeley Police Department's service on the Southside is divided into Beats 6 & 7. Beat 6 is bounded by Bancroft Way, Derby Street, Fulton Street and Telegraph Avenue and Beat 7 is bounded by Bancroft Way, Derby Street (west of College Avenue), Dwight Way (east of College), Telegraph Avenue, and (on the east) to the city limit.

Roughly 20% of the Berkeley Police Department's officer hours are spent in the Southside, an area with approximately 10% of the City population and only 2.5% of the city's land area, but with a historically high crime rate and a higher concentration of visitors than other Berkeley neighborhoods.



Source: City of Berkeley Police Department

2009 Update: This area also receives supplemental patrol coverage from nearby beats and from specialized units such as the Special Enforcement Unit, and dedicated bike officers are assigned to the Telegraph corridor area.

B. University of California Police Department

The UC campus is divided into three beats, with one to two officers on a beat at any given time. Two of these beats extend beyond the campus and into the Southside. Officers on these beats spend approximately 25-30% of their time in the Southside, which equates to 42-84 officer hours per week.

In addition to regular beat officers, four bicycle officers and four Telegraph Avenue officers are assigned to Southside Patrol seven days a week, for a total of 320 officer hours per week. A total commitment of UC patrol officers to the Southside is up to 404 officer hours per week, or approximately 26% of all available patrol officer hours.²

2009 Update: The UCPD continues to devote significant resources to the Southside. While the UCPD no longer has bicycle officers dedicated to the area, UC patrol officers spend up to 580 officer hours, or approximately 30% of all available patrol officer time, in the Southside.

² These figures are based upon UCPD's ability to meet higher priorities on campus.

C. Joint Policing

To improve coordination between the two departments, the UC and Berkeley Police Departments conduct a series of joint patrols. UCPD and City of Berkeley bicycle officers operate a Telegraph Area Joint Patrol seven days a week. The Joint Patrol operates in two shifts: noon to 10 PM and 2 PM to midnight. On weekend nights, a UCPD and a Berkeley officer are assigned to “Party Patrol,” and respond to complaints about noise and other similar disturbances.

***2009 Update:** The Berkeley Police Department and the University of California Police Department no longer have formal joint patrols, but they work together every day to provide police services to the Southside community. In addition to regular patrols of the Southside area, officers from the two departments coordinate bicycle patrols, and anti-crime efforts, and work together on issues associated with alcohol and party enforcement.*

D. University Safety Services and Features

The University offers a number of safety services for its students. These include:

The BearWALK Service

Community Service Officers (CSO), who are trained student employees of the UCPD, provide a walking escort from the campus and the south campus area to nearby residences, public transportation, and parking facilities during the evening hours.

The Bear Transit Night Safety Shuttle

The Bear Transit Night Safety Shuttle runs a route including the residence halls, BART, and the Undergraduate Library, and provides door-to-door service in the Southside within a prescribed area for a nominal fee. Berkeley residents may also use the UC shuttles.

Night Owl Service

The Night Owl Service functions as a continuance of the BearWALK and Bear Transit Night Safety Shuttle services and provides door to door transportation between the hours of 2 a.m. and 6 a.m.

Building and Residence Hall Watch

The UCPD has established a “Building Watch” program in which UCPD officers meet with off-campus University building occupants. The UC Police Department has also established a residence hall security program.

Safety Counts Booklet

A detailed booklet is published by the UCPD which contains information about UC safety programs and



Emergency call boxes are located on University property throughout the Southside

provisions, crime prevention strategies and many other safety related topics.

Campus Phones/Emergency Call Boxes

Campus phones/emergency call boxes are located on University property throughout the Southside and are marked with a blue light. Call boxes provide free calls to numbers in the University phone system, and have a direct link to the UC Police Department in case of emergency. The University is adding additional blue light telephones adjacent to city streets and sidewalks as part of new construction and major renovations to university facilities in the Southside.

E. Other Public Safety Efforts

The Southside Community Safety Partnership

The Southside Community Safety Partnership, sponsored by the Telegraph Area Association (TAA) and the UC Office of Community Relations, works with the City and UC Police Departments, and the City's Office of Emergency Preparedness and UC's Emergency Preparedness Office, to provide outreach and encourage cooperation in the areas of crime prevention and emergency preparedness. The Partnership brings students, residents, merchants, street artists, and visitors together as part of a neighborhood watch program and offers public information about disaster planning. The Partnership sponsors quarterly public safety meetings and newsletters, works with the Police Departments on a Crime Alert System in the Southside which provides rapid public notification via fax and e-mail about criminal activity, and offers technical assistance to individuals and organizations involved in crime prevention and disaster preparedness.

ASUC Safety Task Force

The ASUC (Associated Students of the University of California) Safety Task Force is a seven-member group from the office of External Affairs formed during fall of 2001 to address a recent robbery and riots. The Safety Task Force works with the Office of the Chancellor, Office of the City Manager, University of California Police Department, and the Berkeley Police Department to address the safety concerns of students at the University. The issues addressed by the Safety Task Force vary from adding more lighting and blue safety lights, to publicizing and trying to make more accessible the safety services that are available.

Pedestrian Lighting Improvements

In response to a general concern about nighttime public safety in the Southside, the University committed \$250,000 as an initial sum to improve pedestrian lighting in the area. In 1996, a study of existing lighting in the Southside was commissioned by the University and the City to determine the most effective and efficient strategy to improve sidewalk lighting. As a result of the study, the following improvements to the area have been made:

- a. An upgrade in wattage for all existing street light fixtures;

- b. Replacement of street lights on Piedmont Avenue with higher wattage fixtures and an extension of the lights to the west side of the street from Dwight Way to the Haas School of Business; and
- c. Regular pruning of street trees to reduce shadows and inconsistent light levels.

The Telegraph Area Mobile Crisis Team

The Mobile Crisis Team, a program of the City's Division of Mental Health and UC's Office of Health and Human Services, has been operating in the City for twenty years. Team members are trained mental health professionals who intervene in mental health crises. The Mobile Crisis Team provides daily services geared toward prevention and developing community networks, conflict resolution, and referrals to appropriate providers for emergency response and assessment.

A special Telegraph Area Mobile Crisis Team was formed in 1998 by the City of Berkeley, in partnership with area merchants and the Telegraph Area Association, to improve the general environment of the Telegraph area. The Telegraph team, which operates daily and into the evening, has been adapted from the citywide model to incorporate more on-the-street outreach, conflict mediation and informal counseling. Telegraph team members walk the street in pairs and respond to merchants' calls, personal observations, and police referrals to reduce disruptive and criminal behavior and to refer people to relevant services.

Neighborhood Partnership on Homelessness

The Neighborhood Partnership on Homelessness was created by the Telegraph Area Association in summer of 2001 to explore unmet needs and recommend steps to assist homeless and near-homeless residents in gaining access to needed services. The Partnership is comprised of volunteer community members - residents, merchants, students, homeless activists, and health care providers - who strive to explore, plan, advocate and develop projects that improve the quality of life for all who live or work in the community. The NPH addresses the needs of the homeless community including alcohol and drug abuse treatment programs.

2009 Update: *Other public safety efforts have been implemented since 2003:*

The Chancellor's Task Force on Student/Neighbor Relations was initiated by the Chancellor's Office in 2005 to improve student and residential life by addressing quality of life issues such as underage drinking, out-of-control parties, late-night noise, and illegal dumping. The task force consists of officials from UC and the City, students, long-term residents and others. Achievements of the task force so far include the development of a mandatory three-hour course on alcohol use for all new students, changes to local laws to increase penalties for public nuisances and party hosts who allow under-age drinking, and the implementation of the Student Move-Out Campaign to reduce dumping of furniture and trash on public streets at the end of the school year.

The Public Commons for Everyone Initiative (PCEI) was approved by the City Council in 2008. The PCEI was designed to ensure that people who live in, work in, or visit

Berkeley feel welcome and safe in the City's public areas. It developed many plans to address street behavior in the City, including the expansion of street outreach programs to help the homeless community, expansion of public restroom hours, and additional restrictions for lying on the sidewalk in commercial areas.

Safety, Threats and Alerts Report (ST&AR) is a program sponsored by the UCPD that provides computer desktop notification of major emergencies and recent crimes.

The Warn Me Emergency Alert Service is the campus emergency communications system for UC Berkeley. It was developed in 2008 and alerts students, staff, and faculty when there is an immediate threat to health or safety affecting the campus community.

IV. PUBLIC SAFETY THROUGH URBAN DESIGN

Urban design, including the design of individual buildings, public spaces, and landscaping, can either enhance or detract from public safety. Crime Prevention Through Environmental Design (CPTED) is a methodology that recognizes this connection and promotes public safety through the design of public and private spaces.

Examples of CPTED guidelines include designing landscaping and streetscape to avoid hiding places, using large and easily visible addresses that assist police and fire services in locating specific buildings, and providing adequate lighting on streets, in parking lots and in parking garages. A clean urban environment also significantly improves the perception of public safety. Street cleaning, graffiti removal, regular trash pickup, and well-maintained street furniture all contribute to an overall sense of safety in an area.

Awareness of the environment requires designing public spaces that are safe for pedestrians. Design features such as sidewalk lighting, exterior building lighting, clear lines of sight from sidewalks and parking to building entrances, and the elimination of dark, hidden spots around buildings, sidewalks, and parking lots can significantly change the actual and perceived safety in the area.

Increasing the visibility of activities taking place and the number of people along the street increases the safety of the area. More people looking onto a street and interacting with it provide "eyes on the street" that deter crime. Encouraging more pedestrians to use specific streets at night because these streets are well-lit puts more people in one place, which deters crime from that street.

Improving the ability to locate assistance and help promptly can enhance the sense of public safety. Increasing the number of UC's safety phones and expanding the system to non-University sites would greatly help the perception of the Southside as a safer place.

The Berkeley Police Department is in the initial stages of upgrading the City's Security Ordinance to incorporate CPTED methodology into building design. Currently, the Security Ordinance regulates items such as installing dead bolts on exterior doors.

Revisions to the Ordinance are expected to address outdoor security lighting, visibility of address numbers, landscaping and other design issues related to safety.

Safety through urban design is also addressed in the Community Character Element.

***2009 Update:** CPTED methodology has been incorporated into the City's Security Ordinance.*

V. EARTHQUAKE AND DISASTER PREPAREDNESS

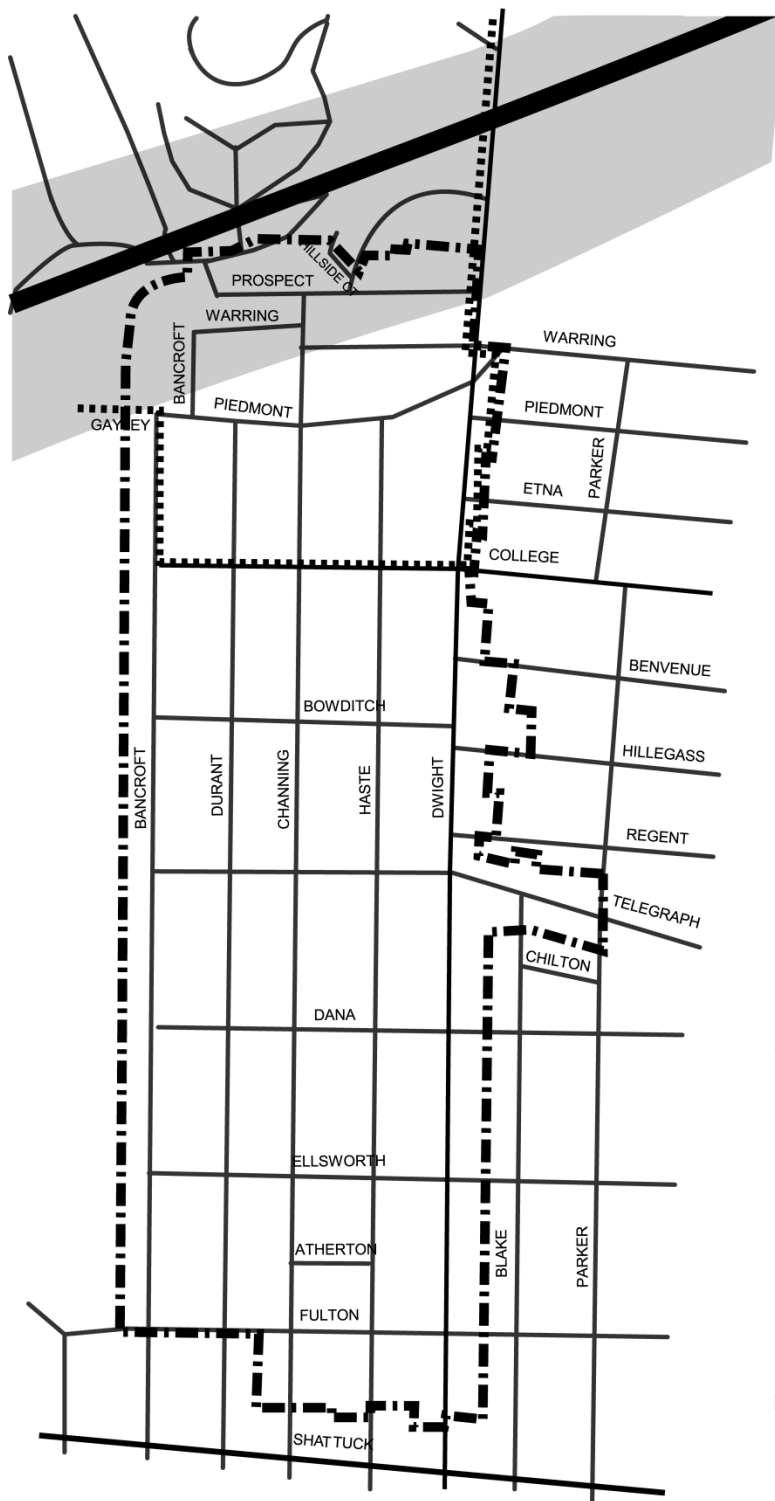
Berkeley and the region are situated in a seismically active area that includes the Hayward, Rodgers Creek, Calaveras, San Andreas (16 miles to the west), and numerous other faults. The Hayward Fault is the most prominent threat to Berkeley and the Southside community. Extending from San Jose to the San Pablo Bay, it traverses the city through the Berkeley Hills and the University of California campus. The Hayward Fault also runs through the eastern side of the Southside area, as shown on map PS-2.

Seismologists project a 32 percent chance of a magnitude 6.7 or greater earthquake along either the northern or southern segment of the Hayward Fault, and a 70 percent chance of a magnitude 6.7 or greater earthquake occurring in the San Francisco Bay region, before 2030.³ While the San Andreas Fault is rated as having the potential of producing an earthquake of magnitude 8.3, with almost 30 times more destructive energy than a 7.5 earthquake, the Hayward Fault is considered the most likely location for the next major earthquake in the Bay Area (see discussion in City of Berkeley General Plan Disaster Preparedness and Safety Element). An earthquake along the Hayward Fault would cause considerable damage and loss of life. A magnitude 7.5 earthquake could trigger severe ground shaking, displacement, subsidence, ground swelling and sinking, flooding, and tsunamis.

Older buildings constructed before building codes were in effect, and buildings built to earlier building codes are the most likely to suffer damage. Unreinforced masonry (URM) and soft-story buildings, in particular, are highly vulnerable. As illustrated by the 1994 Northridge earthquake, even newer buildings are vulnerable where poor construction techniques were prevalent.





Fire is often the major form of damage resulting from ground shaking, largely because of the great number of buildings constructed of combustible materials, damage to fire fighting facilities, numerous spontaneous ignitions, demands on fire personnel, and the rupture of water mains. Most earthquake-induced fires start because of ruptured power lines, damage to wood, gas, or electric stoves, and damage to other gas or electrical equipment. The 1995 Kobe earthquake, and the experience of the San Francisco Marina District in the 1989 Loma Prieta earthquake, demonstrated the fire vulnerability of urban areas and its consequent devastation.

³ USGS Working Group on California Earthquake Probabilities Earthquake Probabilities in the San Francisco Bay Region: 2000-2030. A Summary of Findings (Open File Report 99-517) 1999



FAULT LOCATION AND HAZARDOUS FIRE ZONE

Legend:

-  *Approximate Location of Alquist Priolo Special Studies Zone -*
-  *Approximate Location of Hayward Fault*
-  *Hazardous Fire Zone Boundary*
-  *Southside Study Area Boundary*



Revised 2/2003
City of Berkeley Planning and Development Dept.

Map PS-2: Fault Location and Hazardous Fire Zone - 2003

A. Vulnerability to Earthquakes and Fire

Emergency response in Berkeley faces several ongoing challenges citywide which affect the City's ability to respond to a disaster in the Southside, including 1) the age of the existing water supply system and its capacity during an emergency, 2) the inadequacy of fire fighting capabilities and evacuation routes in the hill areas, and 3) the current approach to staff engine companies with only three firefighters (four is considered optimum).

Vulnerability to the hazards of earthquake and fire are increased in the Southside as the result of several factors unique to the area:

- *High Residential Density.* The Southside has the highest residential population density within the city, so for each structure damaged or destroyed there will be a larger number of people harmed or displaced.
- *Vulnerable Housing Stock.* The majority of the housing stock is over 50 years old and the majority of the area's housing units are in vulnerable structures, such as soft-story structures, unreinforced masonry buildings, or unreinforced wood frame buildings. Buildings constructed before building codes were in effect, and buildings built to earlier building codes are the most likely to suffer serious damage. In a disaster, the most vulnerable buildings include: unreinforced masonry (URM), concrete frames, tilt-up buildings built before the mid 1970s, and buildings with soft stories. Additionally, buildings with termite damage, dry rot, poor construction quality or other structural conditions can further exacerbate seismic vulnerability, even if the structure was properly designed.
- *Tall Buildings.* The top floors of the tallest dormitory buildings are beyond the reach of the Berkeley Fire Department's tallest ladders.
- *Transient Population.* The Southside population is a highly transient and predominately young population. Encouraging individual preparedness for earthquakes and other disasters presents a challenge in the Southside because of the changing population and the large number of group living accommodations.
- *Code Enforcement.* While there is a program for annual inspections of all commercial buildings (which includes apartments and hotels) to enforce fire, safety, and health codes, there is no systematic program for informing the transient student population in the area about their rights and obligations regarding safe housing conditions and the City's resources and processes for correcting building and fire safety code violations.
- *Evacuation.* The Southside is located between the residential hill areas and the lower part of the city. In the event of a mass hillside evacuation, Southside streets will become critical evacuation routes, which will cause additional congestion and confusion in the area.

B. Preparation for Earthquake and Fire Hazards

Alquist-Priolo Special Studies Zone Act of 1972

The Alquist-Priolo Special Studies Act of 1972 required the mapping of potential and active fault traces and (along them) special study zones.⁴ In Berkeley, an Alquist-Priolo zone surrounding the Hayward Fault trace runs through the Berkeley hills, the University of California campus, and part of the Southside. The Act requires geologic investigation for proposed residential development within the zone to ensure that development is not sited on or across the traces of an active fault.

Utilizing authority granted under the Act, the City of Berkeley has adopted a stricter set of regulations beyond the minimum State requirement. A licensed geologist's report is required in addition to a soils report for housing proposed within 50 feet of a fault trace. Additional reporting is required where proposed construction exceeds two stories. The Act does not require retrofit or removal of pre-existing structures in the hazard zone.

Multi-Hazard Functional Plan for Emergency Operations

Berkeley's Multi-Hazard Functional Plan for Emergency Operations identifies the potential vulnerability of emergency services buildings (e.g., hospitals), utilities, and transportation systems. The Plan was adopted in 1996 and is coordinated by the City's Office of Emergency Services. The Emergency Management Organization defined in the Plan establishes a formal structure detailing the functions and responsibilities of each City department in an emergency.

Seismic Retrofit Incentive Programs

To encourage residential property owners to undertake seismic upgrading of their buildings, the City of Berkeley offers several incentive programs.

The Residential Seismic Retrofitting Incentive Program provides two types of financial incentives to homeowners to retrofit their homes:

1. The City will waive permit fees for seismic retrofitting of non-strengthened homes and un-reinforced masonry structures. Between 1992 and 1999, approximately \$1,079,000 in permit fees has been waived for 4,100 permits under the Residential Seismic Retrofitting Incentive Program.
2. The City will waive up to one third (1/3) of the transfer tax on a home sale, if the funds are used for seismic upgrades of the property. Between fiscal year 1992/93 and fiscal year 1997/98, approximately \$3,589,400 in property transfer

⁴The traces represent the inferred location of a fault; because it can be difficult to identify the exact location, a fault may be anywhere within the zone.

tax for approximately 7,641 properties were waived under the Residential Seismic Retrofitting Incentive Program.

The Berkeley Home Repair Program provides free repairs to homes of low-income seniors and people who are permanently disabled.

The Senior and Disabled Rehabilitation Loan Program provides loans up to \$15,000 to qualified homeowners. Payments on the loan are deferred until sale or transfer of the property.

The Rental Rehabilitation Program provides deferred loans for property improvements including earthquake strengthening to rental property owners in South and West Berkeley who are renting to low-income tenants for the period of the loan.

The Tool Lending Library loans tools and instructional videos regarding home maintenance and repair.

***2009 Update:** The City no longer waives fees under the Residential Seismic Retrofitting Incentive Program. Also, the Rental Rehabilitation Program was discontinued in 2003.*

Unreinforced Masonry Building (URM) Ordinance

An unreinforced-masonry (URM) building is typically a block or brick building that lacks adequate reinforcement in the load-bearing walls or the connections between the walls and the ceilings to withstand earthquake induced ground shaking. Berkeley adopted a URM Ordinance in 1991 in response to SB 547 (1986), which required cities to create an inventory of URM buildings. The ordinance established deadlines for owners of buildings on the inventory to seismically strengthen their buildings. As of January 2000, all of the deadlines had passed, except for owners of non-residential buildings used less than 20 hours a week.

Since 1991, over 30 URM buildings (51%) in the Southside have been reinforced in compliance with the ordinance. The remaining 27 buildings include 11 multi-unit residential structures, 13 commercial structures and 3 other structures.

To ensure compliance with the ordinance for the remaining 27 unreinforced-masonry buildings in the Southside will require a focused enforcement effort by the City. In 2000 the City began a systematic program of contacting the remaining property owners of URMs citywide and working with them to upgrade the buildings and notify or inform the occupants of the potential risks associated with the buildings.

Soft Story and Other Vulnerable Buildings

A soft-story building is characterized by a first floor that does not have adequate lateral strength to support the upper stories in case of a significant earthquake. This condition may be caused in buildings with residential units above parking or large, open commercial spaces on the first floor. As an initial step in developing a program for

reinforcement of these buildings, the City made a preliminary estimate of the number of vulnerable soft-story buildings citywide. It is estimated that approximately 50 buildings in the Southside may be vulnerable soft-story buildings. These buildings are estimated to contain over 1,000 housing units. Owners of soft-story buildings are eligible for the City's retrofit incentive programs, but no City ordinance requiring strengthening of these buildings has been adopted.

In addition to unreinforced-masonry and soft-story structures, unreinforced wood frame structures, non-ductile concrete frame structures, and some tilt up structures are vulnerable to collapse in the event of severe ground shaking. The City has not done an inventory of unreinforced wood frame, concrete frame or tilt-up structures either citywide or in the Southside. However, it is expected that such a survey would show that concrete frame and tilt up buildings are generally found in the Downtown and West Berkeley and are not a major public safety priority in the Southside. As with most of the City's Retrofit Programs, it is expected that any future citywide program or regulation addressing these building types would also apply in the Southside.

2009 Update: *In 2005, the city adopted a Soft-Story Ordinance, modeled on the URM Ordinance. The ordinance does not require retrofit of soft-story buildings, but did require engineering reports identifying their seismic weakness. In 2008, the City amended the Zoning Ordinance to limit discretionary review for certain building alterations that would be required for safety improvements.*

The University SAFER Plan

The University recently completed its analysis of the seismic condition of its buildings, referred to as the SAFER plan. In recent years, the University has completed seismic upgrades of all its vulnerable residential facilities, other than the dining facilities for residence hall Units 1 and 2, which are in the construction phase for replacement as part of the Underhill Area Master Plan. The University is in the process of undertaking a major seismic improvement program for many buildings on the central campus and for many off-campus facilities.

2009 Update: *By 2009, 60 percent of the square footage identified in the SAFER Plan as needing seismic upgrades had been retrofitted, and an additional 10 percent is anticipated to be retrofitted by 2014.*

Fire and Safety Zones

A hazardous fire zone overlaps the eastern side of the Southside study area, encompassing the area east of College Avenue, as shown on Map PS-2. Property owners in this area must comply with specific requirements for vegetation management in order to provide defensible space and to prevent the spread of fire. The City of Berkeley Hillside Ordinance imposes specific building code requirements for new construction, major remodels and repairs in this area. This Ordinance requires fire prevention features on the exterior of the building including one-hour siding, non-combustible heavy timber decks and Class A non-combustible roofs.

Just outside the Southside, east of Prospect Avenue and Hillside Court, is the Panoramic Hill neighborhood. This area contains a zoning overlay designation called the ES-R zone (Environmental Safety Residential District). This area has substandard vehicular access; only one road leads into or out of this area. The area is also located in close proximity to known fire and earthquake hazards. The ES-R zone contains development regulations which seek to protect the lives and property of residents by limiting the uses of land to those necessary to serve the housing and access needs of residents and limiting the developable lots and the size and occupancy of residential structures. The University is currently implementing a “fuel management” program in the hill area above Panoramic Hill to reduce fire hazards and create a defensible space for City fire emergency vehicles.

The City has designated all the east-west streets in the Southside as emergency evacuation routes, which can be used to move people and equipment across Berkeley in the event of a major disaster.

***2011 Update:** In 2010, in an effort to improve the safety of Panoramic Hill residents, the City Council amended the ES-R District to generally tighten controls and to prohibit construction of new dwelling units until a comprehensive Panoramic Hill Specific Plan is prepared and adopted.*

C. Coordination between the City, the University and the Community

The City and the University coordinate on earthquake and disaster safety planning and response. The two agencies develop their own preparation and action plans and then coordinate in areas where the plans overlap. The two agencies share expertise and response equipment as needed when disasters occur.

Coordination between the University, the City, and the Southside community prior to and immediately after a major disaster will be essential to minimize the loss of life and property in the Southside. With a residential population of over 11,000, a daytime population of over 35,000, many unreinforced-masonry buildings, and approximately 1,000 housing units in potentially hazardous soft-story buildings in the Southside, the number of people hurt or displaced by a major disaster could exceed several thousand.

To minimize the loss of life and property, it will be essential for the University, the City, and the community to be well-prepared and well-coordinated to respond to a major disaster. Preparing the area’s highly transient residential and visitor community poses a particularly difficult communication problem that will require continued, coordinated, and focused efforts by the City and the University.

The City of Berkeley Office of Emergency Services (OES)

The Berkeley Office of Emergency Services (OES) is responsible for preparing the City’s response to major emergencies such as earthquakes and fires. The OES

organizes and trains City staff to respond to large-scale disasters and offers technical assistance to neighborhood groups organizing their own disaster response programs.

The City has initiated the Disaster Resistant Berkeley Program (DRBP), a partnership between the City of Berkeley, local businesses, and civic leaders that aims to make communities disaster resistant. Public, private and non-profit sectors work together to identify potential hazards and to minimize the danger they pose before disaster strikes.

The City launched DRBP as a major effort to educate the Berkeley community about the threat of natural disasters and how to prepare for them. The DRBP's goal is to help every individual, family, local official, employee and employer become aware of the importance of effective preparedness planning and safety efforts through community wide collaboration and partnerships. The program highlights the City's permit fee waivers and transfer tax rebate programs for seismic retrofits; free repairs and a rehabilitation loan program to low income seniors and permanently disabled homeowners; and free use of tools and basic instructional advice and for the repair and improvement of property through the Tool Lending Library.

Teams of volunteers are formed from local and other sources to assist neighborhoods, businesses and community agencies to ready themselves to become self sufficient for five to seven days following a major disaster. In addition, the Disaster Resistant Berkeley Program fosters the education and cooperation of business owners, residents, and community leaders in order to provide a comprehensive system of preventative disaster preparedness methods.

In the event of a disaster, the City's organizational structure changes into a SEMS system (Standard Emergency Management System) in which all City employees become disaster workers. The City trains its employees to respond to disasters with prompt damage assessment, provision of temporary shelter, and coordination with FEMA and Alameda County to ensure rapid recovery efforts.

The OES also offers Community Emergency Response Training (CERT) classes to help neighborhood residents organize, share resources, and support one another in case of a major emergency.

***2009 Update:** The DRBP program is no longer in existence and the City no longer waives fees under the Residential Seismic Retrofitting Incentive Program. But the City continues to advertise mitigation and preparedness measures through the OES. In 2008, the City of Berkeley, in collaboration with the University, the American Red Cross, and student organizations, created the SHDPP (Student Housing Disaster Preparedness Program). The SHDPP provides emergency supply caches in several student housing clusters for use during a disaster. Students living in the clusters and associated with a fraternity, sorority, or student cooperative are required to take CERT classes and training to provide disaster support.*

University of California Office of Emergency Preparedness (OEP)

Like the City's Office of Emergency Services, the University OEP is responsible for implementing and coordinating programs for emergency planning. The OEP's Campus Disaster Response Plan establishes policies, procedures and an organizational structure for the University's response to a major emergency. The Plan describes in detail the role of University departments and specific personnel during an emergency.

In addition, the OEP manages an ongoing outreach and education program to prepare students and University staff for an emergency. In addition to general outreach and education, the OEP also trains students and staff to become part of the HOME Team (Helping Our Campus Manage Emergencies), a campus-wide network of professionally trained disaster volunteers.

The Southside Community Safety Partnership

The newly formed Southside Community Safety Partnership is taking the lead in coordinating outreach efforts related to disaster preparedness and earthquake safety in the Southside. The Partnership will inform the community of existing programs and services offered by both the City and the University, and encourage public participation in disaster preparedness efforts. These efforts will complement the existing City and University emergency programs.

The Partnership will provide referrals and direct technical assistance to individuals, neighborhood groups and other organizations that wish to become involved in emergency preparedness efforts, or to participate in emergency preparedness training.

VI. OBJECTIVES, POLICIES, AND ACTIONS

The following public safety objectives, policies, and actions involve ways for a broad coalition of community members to work together to protect the safety of the Southside's residents and visitors.

Objective PS-A: Reduce the number of crimes in the Southside by maintaining a visible and community-oriented police presence, promoting collaborative public safety problem solving, and providing health, safety, drug, and alcohol abuse education, treatment and rehabilitation services.

Policy PS-A1: Continue the collaboration between the City of Berkeley Police Department (BPD) and University of California Police Department (UCPD) in their crime prevention and enforcement efforts in the Southside.

- A. The City and the University should continue to give high priority to providing police patrols and crime prevention services in the Southside at appropriate levels.

- B. The City and the University should continue to support and collaborate on community-based initiatives such as the Southside Community Safety Partnership and the People's Park Community Advisory Board.
- C. The BPD and the UCPD should continue their collaborative efforts at eliminating illegal activities in People's Park and throughout the Southside.
- D. The BPD and the UCPD should continue to identify "hot spots" within the Southside which require targeted patrols and resources.
- E. The City and the University should continue expanding their crime prevention outreach to the business and student communities.
- F. The BPD and the UCPD should regularly publish combined crime statistics and provide information about crime trends in the Southside.

Policy PS-A2: Continue to provide public health and safety services in the Southside to reduce alcohol- and drug abuse-related crimes, problematic behavior, and public health problems, and to divert appropriate offenders from the criminal justice system.

- A. Increase the number of public bathrooms for area visitors.
- B. Target alcohol and drug education, treatment and rehabilitation services to residents in need of such services.
- C. Regularly evaluate the health and safety needs of Southside residents and modify City programs accordingly.
- D. Convene and attend meetings with community stakeholders to ensure health and safety in the Southside community.
- E. Recommend the City of Berkeley establish a detox center that will be accessible to the Southside community and responsive to the Southside's substance abuse treatment needs.
- F. Pilot a workshop to educate local bars and liquor stores. Encourage them to take responsibility and not to sell to intoxicated individuals and ensure that they are not selling to underage youth.

Policy PS-A3: Maintain continuous outreach to ensure that information is provided to residents, students, and visitors. Make public safety information widely available.

- A. Establish kiosks that contain maps, transit information, information on evening safety escort services, and emergency telephones.
- B. Distribute information to new students through the new student orientation programs.
- C. Encourage area merchants to make information available to customers.
- D. Continue to work with local title companies and real estate companies to distribute program information to new property owners as part of the property transfer process.

Policy PS-A4: Expand the installation of emergency call boxes throughout the Southside on both UC property and other public property.

- A. Establish a streamlined process to allow the University to install emergency call boxes on City streets.
- B. Ensure that a minimum number of pay phones are available throughout the Southside.
- C. Ensure that call boxes and pay phones are accessible to persons who require TTY, Braille signage, or access from wheelchairs.

Policy PS-A5: Improve night lighting throughout the Southside, along sidewalks, and in parking lots and parking garages. *(See Community Character Element for more policies regarding lighting.)*

- A. Whenever possible, use low glare, pedestrian-scale lighting.
- B. To ensure continued street light effectiveness, regularly maintain street lights and prune adjacent trees.

Policy PS-A6: Encourage property owners to provide outdoor lighting around their buildings, to maintain and prune landscaping as needed for safety and visibility, and to reduce the number of dark, underutilized areas on their sites.

Policy PS-A7: Encourage businesses to provide well-lighted storefronts and maintain evening hours. *(See Economic Development Element for more policies regarding evening hours for business.)*

Policy PS-A8: The City and the University should develop a pedestrian safety plan, including the creation of “Safety Corridors,” to identify which streets are most heavily used by pedestrians and should be prioritized for safety improvements such as:

- Sidewalk lighting,
- UC emergency telephones,
- Signs to encourage the use of these streets at night,
- Increased police attention at night,
- Regular street tree pruning,
- Sidewalk widening or bulb-outs at intersections, and
- Improved outreach to property owners for regular tree and landscape pruning.

Policy PS-A9: Enhance the painted striping of crosswalks throughout the Southside, using bold striping patterns to accentuate the pedestrian crossing areas.

Policy PS-A10: Ensure adequate maintenance of public spaces, streets, and infrastructure.

- A. Continue to coordinate City maintenance efforts with the Telegraph Property and Business Improvement District (TPBID), property owners, and merchants to ensure that the streets, sidewalks, and public infrastructure in the Telegraph commercial area are regularly cleaned to an established high standard.

Policy PS-A11: The City and University Police Departments and Planning Departments should work together to develop a collaborative Crime Prevention Through Environmental Design (CPTED) program.

Policy PS-A12: The University should continue to provide funding for night escort services and the night safety shuttle and should ensure extensive marketing and promotion of these services to students and residents.

Policy PS-A13: The City and the University should consider offering self-defense and public safety training to individuals who live in or work in the Southside.

Objective PS-B: Reduce the loss of life and property in the Southside from disasters by improving coordination, enforcement, and outreach about earthquake and disaster preparedness.

Policy PS-B1: Create and maintain a coordinated Disaster Response Plan for the University and the City.

- A. Ensure through joint training, joint drills, and regular areawide coordinating meetings, that City personnel, University personnel, the Southside community, local merchants, community leaders, and visitors are prepared to respond effectively to a major disaster and act as a single community to protect residents, students, merchants, and the homeless population of the area.
- B. Conduct an annual joint City/University Disaster Drill in the Southside.
- C. Ensure that City staff and departments are adequately trained for their role and responsibilities in the event of a major disaster according to the City of Berkeley's Multi-Hazard Functional Plan for Emergency Operations.
- D. Continue ongoing training of UC departments and personnel per UC's Campus Disaster Response Plan.
- E. Continue to fund and implement the outreach and training of UC staff, faculty and students through programs like UC's HOME Team.
- F. Provide training to students who live in large group living situations including the residence halls, co-ops, fraternities and sororities.

- G. Ensure that the City and the University plan for peak attendance hours and days at Southside area venues, such as the Haas Pavilion.

Policy PS-B2: The City and the University should support community-based organizations such as the Southside Community Safety Partnership as they coordinate outreach efforts related to disaster preparedness and earthquake safety in the Southside.

Policy PS-B3: Increase public awareness regarding the need for seismic upgrades to existing buildings and disaster preparedness.

- A. Promote and advertise the City's existing upgrade assistance programs which encourage private property owners to retrofit their buildings.
- B. Increase outreach to privately owned group living quarters in the Southside, such as the fraternities, sororities, and co-ops, to encourage the seismic retrofitting of these structures.
- C. Establish a program that requires property owners and/or property managers to inform tenants of basic disaster preparedness precautions, non-structural hazards, whether the property is listed on the City's Unreinforced Masonry Building Inventory, and the tenant's code enforcement rights and obligations.

Policy PS-B4: Enforce the Unreinforced Masonry Building (URM) Ordinance.

- A. Require owners of unreinforced masonry buildings to eliminate life and safety hazards in buildings on the City's inventory.
- B. Require owners of unreinforced masonry buildings to post a sign at the main entrance of the building notifying tenants and visitors that the building is an unreinforced masonry building and may pose a threat to the life and safety of the occupants during a seismic event.

Policy PS-B5: Enforce the Hazardous Soft Story Building Ordinance similar to the URM Ordinance.

- A. Update the Soft Story Building Ordinance to require owners of hazardous soft story buildings to eliminate life and safety hazards in buildings subject to the ordinance.
- B. Require owners of hazardous soft story buildings to post a sign at the main entrance of the building notifying tenants and visitors that the building may pose a threat to the life and safety of the occupants during a seismic event.

Policy PS-B6: Establish a proactive code enforcement program for multi-unit residential buildings in the Southside.

Policy PS-B7: Ensure that the City allocates adequate and ongoing funding for disaster and safety response, earthquake planning, and preparedness programs.

- A. Prior to approving Zoning Ordinance regulations that would increase the density of the area, ensure that existing emergency response personnel are adequate to serve the new residents in the event of a disaster. If it is found that existing disaster response personnel or facilities are inadequate, require that the impact be mitigated by increases in personnel or facilities.
- B. Establish a standard fire and safety services impact fee for all new residential and commercial development in the Southside area to fund fire and safety service needs resulting from increased population and commercial activities.
- C. Increase outreach and training for neighborhood preparedness programs in order to revitalize these efforts.

Policy PS-B8: Encourage business owners and managers and multi-unit residential building owners and managers to develop and implement earthquake preparedness plans.

Objective PS-C: Ensure implementation of Southside safety improvements.

Policy PS-C1: Establish a public monitoring and evaluation process for Southside safety improvements.

- A. The City shall annually prepare a progress report to the Planning Commission on the past year's activities toward improvements in Southside public safety. The report will at minimum include:
 - Status of City public safety and public health programs;
 - Number of city permits issued for seismic retrofit of vulnerable buildings;
 - Status of disaster preparedness and education programs; and
 - Status of joint UC/City Coordinated Disaster Response Plan.

The draft report should be made widely available to all Southside organizations and stakeholders for review.

- B. The Planning Commission will annually review implementation of the Southside Plan and shall consider the findings of the annual progress report in its annual recommendation to the City Council on implementation of the City's General Plan.

APPENDIX A: SOUTHSIDE OPPORTUNITY SITES

The text of the Southside Plan Land Use and Housing Element (page 49) offers the following guidance for identifying possible opportunity sites:

“The following types of properties are considered “opportunity sites” in the Southside:

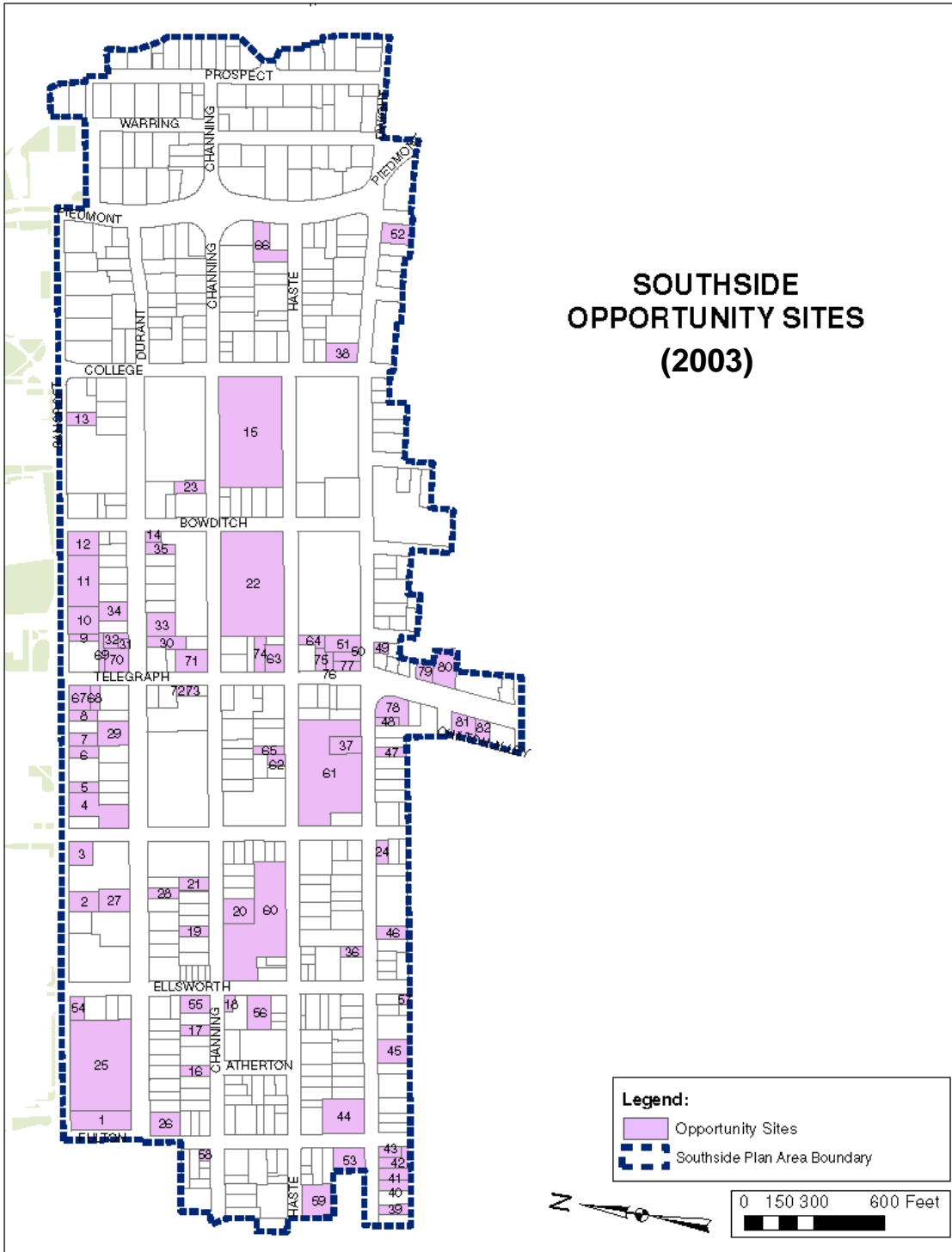
- Sites which contain surface parking lots or single-level parking garages. The existing parking may need to be retained either on-site, in association with new buildings, or relocated into new or expanded parking structures elsewhere.
- Sites which contain existing one-story, architecturally and historically insignificant buildings. Some sites could receive building additions, could accommodate additional buildings on the lot, or could potentially be demolished and new buildings built in their place.
- Sites that are currently vacant. With only one vacant site in the Southside, most change will occur on sites that contain existing uses.
- Sites which contain seismically hazardous buildings which are prohibitively expensive to retrofit. These properties could be redeveloped, with proper incentives, to create higher quality housing stock and improve the overall quality of the neighborhood. The sites with potentially hazardous buildings are of two categories: “unreinforced masonry buildings” (“URM”) and “soft-story buildings”. These terms are explained, and the hazards associated with structural deficiencies are described, in the Public Safety Element, Section V.B.”

In addition, the Southside Plan includes a ranking of relative desirability of redevelopment and reuse in Land Use and Housing Element Policy LU-C1. The order, with highest priority first and lowest priority last, is the following:

- A. Vacant properties;
- B. Surface parking lots and single-level parking garages on Bancroft, Durant, and Telegraph Avenue;
- C. Underutilized lots with single-story structures that are not historically significant resources on Bancroft, Durant, and Telegraph;
- D. Surface parking lots and single-level parking garages on all other streets; and
- E. Underutilized lots with single-story structures that are not historically significant resources on all other streets.

Not all properties meeting these criteria are necessarily listed and mapped in this appendix. Some properties with small lot size (less than 6,000 sq. ft.) are not included. Some properties, which have two-story elements but a relatively low ratio of floor area to land area, have been included. The background text in the plan identifies one-story architecturally and historically insignificant buildings as possible opportunity sites, but the following list is not based on any objective definition of “architecturally and historically insignificant.”

Of the sites listed, 24 were identified as having the greatest potential for development and reuse. These sites, called Tier 1 Opportunity Sites, were used to estimate the development potential used in the Southside Plan Draft Environmental Impact Report (DEIR), and are highlighted on the list.



APPENDIX A - Opportunity Sites List
(Tier 1 sites are highlighted)

APN 2004	STREET #	STREET NAME	OWNER	BLDGSQFT	LOTSQFT	Ref #
055 188601703	2200	BANCROFT	REAL ESTATES SVCS REGENTS OF THE UNIVERSITY OF C	13,930	19,760	1
055 188500102	2362	BANCROFT	TRINITY UNITED METHODIST CHURCH	0	11,700	2
055 188500103	2398	BANCROFT	WESLEY FOUNDATION U C	3,172	10,000	3
055 187801601	2418	BANCROFT	REAL ESTATES SVCS REGENTS OF THE UNIVERSITY OF C	0	26,000	4
055 187801700	2430	BANCROFT	U P B INVESTMENT GROUP	9,730	6,500	5
055 187801900	2456	BANCROFT	VICTOR PARK VSP PROPERTIES LLC	5,057	6,500	6
055 187802000	2462	BANCROFT	WELLS FARGO BANK MCDANIEL NEIL W & WHITE KENNET	13,905	6,500	7
055 187802200	2480	BANCROFT	HUNOLT JAMES B TR & THOMAS E T	5,900	6,500	8
055 187701400	2522	BANCROFT	MUNGER PROPERTIES LLC	2,790	3,900	9
055 187701601	2530	BANCROFT	MIOTTEL W J JR TR	24,830	15,600	10
055 187701902 (part)	2580	BANCROFT	ELSIE B VICKERY BANCROFT CENTER COMPANY	19,205	18,200	11
055 187700100	2590	BANCROFT	RUEGG & ELLSWORTH & LEWIS SAND	13,424	13,130	12
055 187102000	2680	BANCROFT	ROSS DARYL R & MARTIN S & JANI	0	7,150	13
055 187600100	2328	BOWDITCH	W H MCNAB VESTED INCOME PROPERTIES	3,700	3,700	14
055 187300101 (part)	0	CHANNING	REAL ESTATES SVCS REGENTS OF THE UNIVERSITY OF C	0	5,400	15
055 188700800	2223	CHANNING	DURANT BERKELEY PARTNERS LP	0	6,500	16
055 188700500	2235	CHANNING	WHITE THOMAS O & D P JR & JAN	3,211	6,500	17
055 188802800	2240	CHANNING	HITES SANDOR & EDITH M TRS	2,769	3,734	18
055 188400600	2317	CHANNING	HALLATT ROBERT & BILLIE J	2,162	6,500	19
055 188302600	2320	CHANNING	ALZHEIMERS SERVICES OF THE EAS	8,431	13,847	20
055 188400204	2337	CHANNING	FIRST CONG CH OF BERK	0	7,800	21
055 187500901 (part)	2538	CHANNING	REAL ESTATES SVCS REGENTS OF THE UNIVERSITY OF C	0	61,846	22
055 187201100	2613	CHANNING	HOTEL DURANT	0	6,970	23
055 183100100	2500	DANA	UDINSKY JERALD	9,880	5,325	24
055 188602501 (part)	0	DURANT	REAL ESTATES SVCS REGENTS OF THE UNIVERSITY OF C	0	52,000	25
055 188701501	2200	DURANT	TO HUE N	1,764	13,000	26
055 188500201	2315	DURANT	BERKELEY WOMENS CLUB	0	13,000	27
055 188401700	2330	DURANT	FIRST CONGREGATIONAL CHURCH OF	2,670	6,500	28
055 187800501	2433	DURANT	RUE ELL ENTERPRISES INC	23,907	13,000	29
055 187602300	2510	DURANT	RUEGG & ELLSWORTH	6,080	7,600	30
055 187701003	2513	DURANT	GOODHUE NEIL B & DIANE C TRS	2,800	2,430	31
055 187701006	2515	DURANT	GOODHUE NEIL B & DIANE C TRS	3,375	4,520	32
055 187601500	2516	DURANT	RUEGG & ELLSWORTH	24,185	13,000	33
055 187700800	2519	DURANT	RUE ELL ENTERPRISES INC	8,916	10,790	34
055 187602100	2542	DURANT	LYMAN JOHN T & MARLEY	0	6,292	35
055 188200900	0	DWIGHT	UNIVERSITY STUDENTS COOPERATIV	0	5,000	36
055 188100700	0	DWIGHT	REAL ESTATES SVCS REGENTS OF THE UNIVERSITY OF C	0	10,125	37
055 186701200	0	DWIGHT	NEWMAN HALL ROMAN CATHOLIC WELFARE CORPORA	0	10,125	38
055 182301500	2132	DWIGHT	HILL DOUGLAS J	5,835	5,877	39
055 182301700	2150	DWIGHT	ACCOUNTING DEPT ALTA BATES MEDICAL CENTER	6,750	6,750	40
055 182301800	2160	DWIGHT	WIND HOWARD N TR	2,400	6,750	41
055 182301900	2170	DWIGHT	CERIDONO CLIFFORD A & INGRID S	8,500	8,500	42
055 182300100	2180	DWIGHT	CERIDONO CLIFFORD A	5,000	5,000	43
055 188901400	2201	DWIGHT	KATHY GORDON SKLAR R & BARBARA W TRS & WEIN	21,511	27,000	44

055 183002200	2228	DWIGHT	STONE DAVID M & KATHLEEN & FIS	5,912	13,500	45
055 183102500	2316	DWIGHT	RICE BRUCE J	2,331	7,129	46
055 183801700	2424	DWIGHT	LUNDIN JANE M TR	2,577	6,120	47
055 183802000	2434	DWIGHT	RUE ELL ENTERPRISES INC	3,339	3,621	48
055 183900200	2506	DWIGHT	KALWAY WILLIAM & WHITE JOSEPH	170	2,900	49
055 187502500	2509	DWIGHT	GEE JEW Y TR	3,694	4,720	50
055 187502400	2511	DWIGHT	SUM YUN C & NGAN C TRS	11,380	10,500	51
055 185000303	2750	DWIGHT	LAKIREDDY HANIMI R & VIJAYA L	13,614	11,050	52
055 189000501	2183	DWIGHT WAY	BERKELEY PROPERTIES LLC	0	13,500	53
055 188600100	2300	ELLSWORTH	ELRICH CLIFFORD R & HELEN B TR	6,632	6,000	54
055 188700300	2372	ELLSWORTH	KEEGAN PHYLLIS J	4,274	9,750	55
055 188800300	2412	ELLSWORTH	GILBERT BARRY M & ELAINE TRS	12,050	15,000	56
055 183000200	2516	ELLSWORTH	SUN CHASE & JENNY	906	2,250	57
055 189200400	2344	FULTON	MEYERS DAVID J TR	2,136	2,400	58
055 189001702	2126	HASTE	RICHARD BENJAMIN BS PROPERTIES LLC	11,770	20,250	59
055 188302401	2337	HASTE	REAL ESTATES SVCS REGENTS OF THE UNIVERSITY OF C	0	90,358	60
055 188101701 (part)	2400	HASTE	REAL ESTATES SVCS REGENTS OF THE UNIVERSITY OF C	0	10,125	61
055 188001100	2423	HASTE	NOYES EILEEN TR	3,465	3,871	62
055 187500400	2503	HASTE	SARACHAN KENNETH	0	8,800	63
055 187503001	2506	HASTE	TEJADA MARIO C & ROSALINDA G T	1,260	5,511	64
055 188001001	2427	HASTE ST	FIRST PRESBYTERIAN CHURCH OF B	0	5,010	65
055 186800201 (part)	2412	PIEDMONT	VALIYEE REZA	10,703	7,350	66
055 187800100	2300	TELEGRAPH	GWYNN SHIELDS CO DOWNEY NANCY B TR & ROUSH VIRG	10,395	10,000	67
055 187800200	2312	TELEGRAPH	HOOI LINDA T	9,740	4,160	68
055 187701201	2327	TELEGRAPH	MUNGER PROPERTIES LLC	5,100	4,950	69
055 187701100	2347	TELEGRAPH	PRICEWATERHOUSECOOPE LURIE COMPANY	10,295	10,000	70
055 187601100	2375	TELEGRAPH	ASSET PROPETY MGMT FUENTES JENNAN K	13,823	13,000	71
055 187900300	2380	TELEGRAPH	REAL EST SVCS GROUP THE REGENTS OF THE UNIVERSITY	2,250	2,250	72
055 187900400	2386	TELEGRAPH	ANNA CAMOU CAMOU TELEGRAPH AVENUE PROPERT	2,250	2,250	73
055 187500500	2433	TELEGRAPH	A NICK SHAMIYEH HASSANALY NADER M ETAL	3,150	6,950	74
055 187502802	2461	TELEGRAPH	PELLEGRINO CLARA & PASQUALE	5,304	5,100	75
055 187502700	2475	TELEGRAPH	HARTSOOK LOUISE R TR	3,200	2,560	76
055 187502600	2499	TELEGRAPH	KESSLER JOHN B & FRANCES P TRS	5,210	4,720	77
055 183800102	2500	TELEGRAPH	MARSHALL & MARSHALL ASIAYUNG INC & W S GAN PARTNE	12,230	12,992	78
055 183901502	2529	TELEGRAPH	PDS TAX SERVICES CROCKER NATIONAL BANK & POPPIC	5,376	6,380	79
055 183902000	2539	TELEGRAPH	CENTER FOR INDEPENDENT LIVING	8,368	16,678	80
055 183700100	2556	TELEGRAPH	CHOE HAK C & BO Y	10,141	10,200	81
055 183700200	2566	TELEGRAPH	YOON MYOUNG J	8,610	7,500	82

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APPENDIX B: CIRCULATION ALTERNATIVES CONSIDERED IN THE DEIR

2011 Update: This appendix describes the circulation options considered in the Draft Environment Impact Report (DEIR). These options were based on policies in the 2003 Draft Southside Plan. The policies related to the Bus Rapid Transit (BRT) project were removed in 2011 because BRT was no longer being considered in Berkeley.

SOUTHSIDE PLAN OPTIONS

The Southside Plan suggests many changes to the existing Southside circulation pattern:

Policy T-B2-C – Work with AC Transit to consider restricting use of Telegraph from Dwight (or from Haste) to Bancroft to transit vehicles, commercial loading and bicycles to facilitate movement of transit vehicles and to create a more pedestrian-friendly environment.

T-B3-D – Work with AC Transit to consider the following circulation options to facilitate Bus rapid transit through the Southside:

1. Conversion of Bancroft and Durant to two-way circulation with buses traveling both ways on Bancroft and with a restriction on through automobile traffic on Bancroft at Telegraph
2. Creation of a transit/pedestrian mall on Telegraph between Dwight (or Haste) and Bancroft (allow commercial delivery and transit vehicles; private passenger vehicles would have to travel on other streets).
3. Continuation of existing one-way circulation, with a contra-flow bus lane on Bancroft eastbound between Shattuck and Dana. Northbound buses would travel on Telegraph and turn left on Bancroft. Southbound buses would travel east on Bancroft, turn right on Dana, left on Dwight, and right on Telegraph.
4. Continuation of existing one-way circulation and continuation of use of Bancroft/Durant and Telegraph/Dana couplets for buses.

T-C2 – Change Dana Street from one-way traffic to two-way traffic to improve its safety and functionality as a bike route.

T-D1 – Convert Dana Street and Ellsworth Street to two-way traffic to calm traffic on these streets and allow for less circuitous travel through the area.

T-D2 – Consider conversion of Bancroft and Durant to two-way streets with a restriction on through automobile travel at Telegraph. Evaluate jointly with AC Transit the impacts of this change on the movement of transit vehicles in the area and on traffic circulation in the area.

DEIR ALTERNATIVES

In order to evaluate these options for the purpose of the Draft Environmental Impact Report (DEIR), six alternative circulation patterns to the existing circulation pattern in the Southside area were defined for comparative evaluation as part of the Berkeley Southside Final Transportation Study. These alternatives were selected to characterize several significant potential changes to circulation affecting the roadway network in the Southside area as identified in Draft Southside Plan polices.

Alternative 0 is considered the “base case”, or existing circulation network, which projects traffic circulation resulting from the anticipated development in the Southside area to the year 2020. In addition to this base case, the circulation alternatives identified for the transportation study were:

- Alternative 1: Tests the roadway network change that converts Dana and Ellsworth Streets to two-way traffic flow;
- Alternative 2: Tests the roadway network change that converts Bancroft Way and Durant Avenue from one-way streets to two-way traffic flow;
- Alternative 3: Tests the roadway network change that converts Dana and Ellsworth Streets as well as Bancroft Way and Durant Avenue from one-way streets to two-way traffic flow (i.e., all four one-way streets are converted to two-way traffic flow);
- Alternative 4: Tests the combination of converting Bancroft Way and Durant Avenue from one-way to two-way traffic flow with restricted vehicular traffic at the northern-most block of Telegraph Avenue and a short section of Bancroft Way at Telegraph Avenue. This combination of changes simulates future traffic operations that anticipate adding some vehicular modifications to accommodate potential Bus Rapid Transit (BRT) in the Southside area.
- Alternative 5: Tests the combination of converting all four one-way streets (Dana Street, Ellsworth Street, Bancroft Way, and Durant Avenue) to two-way traffic flow with restricted vehicular traffic at the northern-most block of Telegraph Avenue and a short section of Bancroft Way at Telegraph Avenue to accommodate potential BRT operations in the Southside area.
- Alternative 6: Tests the combination of converting all four one-way streets (Dana Street, Ellsworth Street, Bancroft Way, and Durant Avenue) to two-way traffic flow with restricted vehicular traffic at the northern-most block of Telegraph Avenue and on Telegraph Avenue from Bancroft Way south to Haste Street.

These alternatives were devised to provide the City with traffic operations models for the broad range of circulation choices identified for study in the Draft Southside Plan. For the purposes of preparing this EIR, however, selection of a preferred alternative as part of the “project” was necessary.

Circulation Alternative #2, which involves the conversion of Bancroft Way and Durant Avenue from one-way streets to two-way streets, was selected as the preferred alternative for evaluation and comparison as part of the proposed project. Under this

alternative, Bancroft Way and Durant Avenue would each have one travel lane in each direction between Shattuck Avenue and Piedmont Avenue.

While Circulation Alternative #2 was selected for the purpose of the DEIR, all of the transportation alternatives are still open to consideration by the Planning Commission and City Council in their review of the Southside Plan. The Planning Commission and the City Council do not need to select a circulation alternative when the Plan is considered for adoption. All of the transportation alternatives can be left in the Plan and considered at a later date. Further environmental study may be necessary if:

- a) a circulation pattern other than the conversion of Bancroft Way and Durant Avenue is chosen; or
- b) if conditions in the Southside change significantly prior to a decision, any change to the circulation, even the conversion of Bancroft Way and Durant Avenue, would require an updated environmental review.

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APPENDIX C: DESIGNATED OR LISTED HISTORIC RESOURCES AS OF APRIL 2009

DESIGNATED OR LISTED HISTORIC RESOURCES [as of April 2009]

Number	Street	Name	City	SHRI	NR	Notes
<small>The resources in this table are in the Southside Plan area per se, and include a number of resources on the adjacent UC campus that adjoin Bancroft Way. "City" refers to City of Berkeley Designated Landmarks or Structures of Merit. "SHRI" refers to resources listed as eligible on the October 2010 State Historic Resources Inventory provided to the City by the State Office of Historic Preservation (please note that items listed as ineligible or in need of re-evaluation are not included in this document). "NR" refers to a listing on the National Register of Historic Places.</small>						
2300	Bancroft Way	St Mark's Episcopal Church		X		
2346	Bancroft Way	Gray Gables, Canterbury Foundation		X		
2362	Bancroft Way	Trinity Methodist Episcopal Church		X		
2401	Bancroft Way	First Unitarian Church / UC Dance Studio	X	X	X	
2546	Bancroft Way	Fred Turner Building	X			
2626	Bancroft Way	University Art Museum		X		
2680	Bancroft Way	College Women's Club	X	X	X	
2700	Bancroft Way	Westminster Hall	X	X		
2833	Bancroft Way	Richard A. Clark House, Davis House		X		
n/a	Bancroft Way	George C. Edwards Field and Stadium	X	X	X	Most properties on the UC campus are filed in the Planning Department records with the address 2301 Bancroft.
n/a	Bancroft Way	Hearst Gymnasium for Women	X	X	X	"
n/a	Bancroft Way	Harmon Gym (Haas Pavilion)	X			"
n/a	Bancroft Way	International House		X		"
n/a	Bancroft Way	Sprout Plaza		X		"
2315	Bowditch Street	Christian Science Building		X		
2350	Bowditch Street	W. and R. Berteaux House	X	X		Moved from 2612 Channing Way. Property evaluation is still listed as 2612 Channing Way on the SHRI.
2410	Bowditch Street	Anna Head School	X	X	X	Also listed as 2538 Channing Way.
2328	Channing Way	J. and C. Luttrell House				
2515	Channing Way	The Robcliff Apartment House	X			
2521	Channing Way	Epworth Hall	X			

DESIGNATED OR LISTED HISTORIC RESOURCES [as of April 2009]

Number	Street	Name	City	SHRI	NR	Notes
2538	Channing Way	Anna Head School	X	X	X	Also listed as 2410 Bowditch Street.
2547	Channing Way	Samuel Davis House	X	X		
2721	Channing Way	Channing House		X		
2725	Channing Way	Dr. J. Knox House		X		
2728	Channing Way	Dr. Sherrel W. Hall House, Fraternity		X		
2901	Channing Way	William E. Colby House	X	X		
2300	College Avenue	Yummers, Espresso Experience		X		
2310	College Avenue	Alma A. Smith House		X		
2409	College Avenue	Channing Apartments		X		
2400	Dana Street	James A. Squire House		X		
2446	Dana Street	Seneca Gale House		X		
2222	Durant Avenue	Mary A. Heiphinstine House / Judge Waste House		X		
2236	Durant Avenue	H. J. Merritt Apartments		X		
2308	Durant Avenue	Marsh House	X	X		
2315	Durant Avenue	Berkeley City Club	X	X	X	
2318	Durant Avenue	McCreary / Greer House	X	X		
2500	Durant Avenue	The Cambridge Apartments	X	X		
2520	Durant Avenue	The Brasfield	X	X		
2526	Durant Avenue	Blood House	X	X		
2530	Durant Avenue	The Albra	X	X		
2600	Durant Avenue	Durant Hotel	X	X		
2639	Durant Avenue	Cornelius Beach Bradley House	X	X		
2650	Durant Avenue	Urit 1	X			partially demolished
2735	Durant Avenue	P.H. Atkinson House		X		
2732	Durant Avenue	Parsons House, Student residence		X		
2126	Dwight Way	Williams Building	X			
2138	Dwight Way	Davis / Byrne Building	X	X		Property listed as 2140 Dwight Way in the SHRI.
2239	Dwight Way	Nelson S. Trowbridge House		X		

DESIGNATED OR LISTED HISTORIC RESOURCES [as of April 2009]

Number Street	Name	City	SHRI	NR	Notes
2244 Dwight Way	Hutton House, Woolsey House		X		
2247 Dwight Way	James L. Barker House		X		
2314 Dwight Way	Benjamin Ferris / First Alta Bates Hospital	X	X		
2401 Dwight Way	Town & Gown Club	X			
2419 Dwight Way	McKinley Elms		X		
2437 Dwight Way	James Edgar House	X	X		Property listed as 2441 Dwight Way in the SHRI.
2502 Dwight Way	King Building	X	X		Property Listed as the "Mrs. E. P. King House" at 2501 Telegraph Avenue in the SHRI.
2524 Dwight Way	Stuart House	X	X		
2530 Dwight Way	George Edwards House	X			
2600 Dwight Way	Hobart Hall	X	X		Landmarked by the City independently in 1998, and included within the landmarking of the ABSW Campus (2501 Hillegass Avenue) in 1999.
2619 Dwight Way	First Church of Christ, Scientist	X	X	X	
2709 Dwight Way	Bishop Berkeley Apartments		X		
2727 Dwight Way	Paget-Garrill House		X		
2730 Dwight Way	Charles Wilkinson House	X	X		
2424 Fulton Street	Northern Bertha Bosse Cottage	X	X		
2426 Fulton Street	Southern Bertha Bosse Cottage	X	X		
2430 Fulton Street	Kueffer House	X			
2232 Haste Street	David Brower Houses and Redwood	X			
2419 Haste Street	McKinley School	X	X		Under City records as 2407 Dana Street.
2436 Haste Street	George D. Hutchinson Apartments		X		
2441 Haste Street	Sequoia Apartments, Studio Guild Theater and Garden Spot		X		Also listed as 2432 Telegraph Avenue.

DESIGNATED OR LISTED HISTORIC RESOURCES [as of April 2009]

Number Street	Name	City	SHRI	NR	Notes
2500 Haste Street	People's Bicentennial Mural	x			On the North wall of the building at 2455 Telegraph.
2509 Haste Street	The Woolley House	x	x		
2526 Haste Street	People's Park	x	x		
2605 Haste Street	Casa Bonita Apartments	x	x		Property listed as 2608 Haste Street in the SHRI.
2650 Haste Street	Unit 2	x			partially demolished
2501 Hillegass Avenue	ABSW Campus	x			Includes 2600 Dwight Way, or Hobart Hall.
n/a Piedmont b/t Gayley & Dwight	Piedmont Avenue	x	x		
2307 Piedmont Avenue	William R. Thorsen House, Sigma Phi Fraternity	x	x	x	
2311 Piedmont Avenue	The Lewis Hicks House, Beta Theta Pi Fraternity		x		
2328 Piedmont Avenue	Gayley House, Student Housing Coop		x		Property listed as 2378 Piedmont Ave in the SHRI.
2336 Piedmont Avenue	George Tasheira House, Fuente house		x		
2395 Piedmont Avenue	Phi Gamma Delta House	x			
2422 Prospect Street	John F. Sims House, Alpha Delta Phi		x		
2301 Telegraph Avenue	El Granada Apartments		x		
2328 Telegraph Avenue	Hotel Carlton		x		
2369 Telegraph Avenue	Public Food Store, Berkeley Market		x		
2411 Telegraph Avenue	Sprouse-Retz Store, Sunset		x		
2432 Telegraph Avenue	Sequoia Apartments and Garden		x		Also listed as 2441 Haste Street.
2455 Telegraph Avenue	Berkeley Food Center		x		
2509 Telegraph Avenue	Soda Works Building	x			
2539 Telegraph Avenue	Center for Independent Living /		x		
2599 Telegraph Avenue	Gorman's Furniture Store	x	x		
2307 Waring Street	Charles Washington Merrill House		x		

DESIGNATED OR LISTED HISTORIC RESOURCES [as of April 2009]

Number Street	Name	City	SHRI	NR	Notes
2434 Waring Street	The Thomas Olney House, Sigma Pi House		x		
Historic Structures that have been fully demolished or moved					
2323 Bowditch Street	B. Carrington House	x	x		Moved to West Berkeley
2732 Channing Way	Site of Hearst Hall		x		Demolished
2501 Haste Street	The Berkeley Inn	x	x		Demolished