

RESOLUTION NO. 57,301- N.S.

ADOPTING 1) THE CERTIFICATION OF ENVIRONMENTAL IMPACT REPORT FOR THE WEST BERKELEY PLAN, FINDINGS PURSUANT TO THE CALIFORNIA ENVIRONMENTAL QUALITY ACT REGARDING IMPACTS, MITIGATIONS, ALTERNATIVES, AND STATEMENT OF OVERRIDING BENEFITS AND ADOPTION OF A MITIGATION MONITORING PROGRAM; AND 2) THE WEST BERKELEY PLAN AS AN AREA PLAN AND AS AN AMENDMENT TO THE CITY OF BERKELEY MASTER PLAN; AND AMENDING RESOLUTION NO. 48,835-N.S. ACCORDINGLY

WHEREAS, the West Berkeley Plan is an area plan and an amendment to Berkeley's Master Plan for the area bounded by the Eastshore Freeway on the west, San Pablo Avenue on the east (incorporating parcels adjacent to both sides of the street), the Berkeley-Albany border on the north, and the Berkeley-Emerlyville/Oakland border on the south; and

WHEREAS, the City Council in 1985 stated that the City should amend its Master Plan to provide greater direction for development in West Berkeley; and

WHEREAS, the West Berkeley Plan provides a plan for a balanced and appropriate growth of industrial, commercial, and residential uses in West Berkeley; and

WHEREAS, the West Berkeley Plan provides a planning framework to support the maintenance and expansion of Berkeley's crucial manufacturing sector; and

WHEREAS, the West Berkeley Plan Preferred Land Use Concept provided a policy framework for the adoption of the Development Agreement with Miles, Inc.; and

WHEREAS, the West Berkeley Plan adopts a variety of strategies to reduce the impact of industrial uses on residences, and of residential and other incompatible uses on industries; and

WHEREAS, the West Berkeley Plan will provide guidance and policy direction for West Berkeley on a great number of other issues not now considered in detail in the Master Plan; and

WHEREAS, the West Berkeley Plan has been developed through an intensive process of citizen participation under the leadership of the Planning Commission since 1985; and

WHEREAS, City staff and other parties have provided extensive technical and factual information to develop the Plan's goals, policies, and programs; and

WHEREAS, the City Council--upon unanimous recommendation of the Planning Commission--unanimously adopted the Preferred Land Use Concept for the West Berkeley Plan in April, 1991; and

WHEREAS, the Planning Commission and the City Council have held Public Hearings on the West Berkeley Plan as an amendment to the Master Plan, as required by the City's Master Plan Ordinance; and

WHEREAS, the City Council declared the draft West Berkeley Plan the Preferred Alternative for environmental review in November, 1992; and

WHEREAS, a draft Environmental Impact Report (EIR) has been prepared which evaluates the environmental impacts associated with development likely to occur under the West Berkeley Plan; and

WHEREAS, public comment on the Draft EIR has been solicited and responded to in the Final EIR; and

WHEREAS, as set forth in the "Certification of Environmental Impact Report ...", the Environmental Impact Report identified a number of areas of potentially significant environmental impacts, which can be mitigated to a level of insignificance by the mitigation measures proposed in the Environmental Impact Report;

WHEREAS, there are certain environmental impacts of the West Berkeley Plan, which it is impossible to guarantee will be mitigated to a level of insignificance;

NOW, THEREFORE, BE IT RESOLVED that the City Council adopts the "Certification of Environmental Impact Report for the West Berkeley Plan; Findings Pursuant to the California Environmental Quality Act Regarding Impacts, Mitigations, Alternatives, and Statement of Overriding Benefits; and Adoption of a Mitigation Monitoring Program," attached hereto, marked Exhibit A, and made a part hereof.

BE IT FURTHER RESOLVED that the City Council adopts the West Berkeley Plan (attached hereto and made a part hereof, identified as Exhibit B) as an area plan and as an amendment to the City of Berkeley's Master Plan.

BE IT FURTHER RESOLVED that Resolution No. 48,835-N.S. is hereby amended accordingly.

12/14/93

Copies sent 12/21/93

To: **Planning Department**

RESOLUTION

No. 57,301 N.S.

Dated December 14, 1993

Adopted by the Council of the City of Berkeley by the following vote:

Ayes: Councilmembers Collignon, Dean, Maio, Olds, Shirek, Spring, Wainwright,
Woodworth, and President Hancock.

Noes: None.

Abstaining: None.

Absent: None.

LONI HANCOCK
Mayor and President of the Council

Attest: SHERRY M. KELLY
City Clerk and Clerk of the
Council

The *West Berkeley Plan* encourages increased use of paid parking as part of a comprehensive TDM program.

Comment E-9. The parking element of the *West Berkeley Plan* strives to achieve a balance between the desire to encourage non-automobile modes of transit and reduce traffic congestion, and the need to maintain the economic vitality of the planning area while minimizing parking and circulation impacts on nearby residential streets. However, this balance may not be achieved if the parking rate for destination restaurants remains at 3 spaces/1000 gross square feet (approximately one-third the national average rate).

If insufficient parking is provided for destination restaurants (restaurants that attract a large clientele from locations throughout the Bay Area), some commercial areas may experience localized increases in traffic circulation, increased spillover parking in adjacent residential neighborhoods, and/or reduced economic activity. To mitigate this impact, the DEIR recommended increasing the parking requirement for destination restaurants allowing them to provide fewer off-street parking spaces if they could demonstrate that sufficient on-street or shared use parking was available to avoid adverse impacts on nearby businesses or residential areas.

To maintain consistency with the recommended parking rates in the *West Berkeley Plan* and still provide a mechanism for identifying severe shortfalls in parking, Mitigation 1 on page 4B-25 of the DEIR is revised to read as follows:

Mitigation 1. *Adopt zoning standards in West Berkeley enabling planning staff to request that the use permit applicant prepare a parking study if 1) an existing parking deficiency exists within 1000 feet of the project site, and the proposed use is expected to increase the deficiency, or 2) the proposed use is*

CERTIFICATION OF ENVIRONMENTAL IMPACT REPORT FOR THE WEST BERKELEY PLAN; FINDINGS PURSUANT TO THE CALIFORNIA ENVIRONMENTAL QUALITY ACT REGARDING IMPACTS, MITIGATIONS, ALTERNATIVES AND STATEMENT OF OVERRIDING BENEFITS; AND ADOPTION OF A MITIGATION MONITORING PROGRAM.

1. Certification of the West Berkeley Plan Environmental Impact Report (EIR)

Pursuant to The California Environmental Quality Act (CEQA), the City Council of the City of Berkeley makes the findings set forth in Sections two (2) through seven (7) of this document, based on the evidence contained in the record of proceedings for the West Berkeley Plan: and

Accordingly, the City Council certifies as follows:

- a. The Final EIR--which incorporates the Draft EIR--has been completed in compliance with CEQA;
- b. The Final EIR has been presented to the City Council;
- c. The City Council has reviewed and considered in the information contained in the EIR prior to approving the Plan;
- d. The Final EIR is complete, adequate, and reflects a good faith effort to fully disclose the significant environmental impacts of the Plan, and identify ways to mitigate or avoid those impacts.
- e. The procedures followed by the City with respect to the Final EIR for the Plan fully complied with CEQA and provided ample opportunities for review of environmental documentation and input by interested public agencies and members of the public. In fact, the CEQA process for the Plan went beyond merely meeting legal requirements. The City has analyzed and responded in good faith to all significant environmental issues raised with the respect to the Plan.

2. Background Findings

The West Berkeley Plan is an area plan for West Berkeley and an amendment to the City of Berkeley General Plan. The West Berkeley Plan area is that portion of the City of Berkeley bounded by Interstate 80 (the Eastshore Freeway) on the west; by the eastern line of those parcels bordering San Pablo Ave. on the east (thereby incorporating parcels on both sides of San Pablo Ave.); the Berkeley-Albany municipal border on the north; and the southern border of Berkeley with Emeryville and Oakland. The Plan is a long-range plan for the physical, environmental, and social development of West Berkeley through the year 2005. The Plan sets forth a new system of land use districts for West Berkeley. As required by state law mandating consistency between General Plans and Zoning Ordinances, these districts will be incorporated into the Zoning Ordinance, replacing existing zones after the Plan is adopted.

The Plan consists of six (6) Elements, with additional material appended. The Elements are Land Use, Economic Development, Environmental Quality (including Hazardous Materials, Soils and Groundwater, Air Quality, and Noise), Physical Form (including Urban Design, Open Space, and Historic Preservation), Transportation, and Housing and Social Services. The Plan sets forth background information, goals and policies, and implementation measures for these Elements. The Plan has many goals and policies, but states three overall purposes:

1. Maintain the full range of land uses and economic activity--residences, manufacturing, services, retailing, and other activity--in West Berkeley;
2. Maintain the ethnic and economic diversity of West Berkeley's resident population;
3. Maintain and improve the quality of urban life--including environmental quality, public and private service availability, transit and transportation, and aesthetic and physical qualities--for West Berkeley residents and workers.

West Berkeley is an area of great interest and concern to the City of Berkeley for the following (and other) reasons:

1. West Berkeley is Berkeley's manufacturing center. Manufacturing can provide the best-paying jobs for people without advanced educations;
2. West Berkeley is the site of Berkeley's biotechnology industry, which promises to be important to Berkeley's economy in the future;
3. West Berkeley has the largest retail sales share of any Berkeley area. These retail sales not only provide useful goods to Berkeley residents and others, but they also provide sales tax revenue to the City;
4. West Berkeley is home to advanced services firms in fields such as architecture and engineering, some of which pay high wages for skilled employees;
5. West Berkeley has the greatest amount of undeveloped and underutilized land which can be developed for industrial or commercial purposes;
6. West Berkeley houses and provides studio space for many artists and craftspeople;
7. West Berkeley is the location of Berkeley's rail station on the "Capital Rail Corridor";
8. West Berkeley has special environmental issues as the result of being adjacent to the Freeway and containing a large number of hazardous materials users;
9. West Berkeley is the most affordable residential area in Berkeley;
10. West Berkeley is the most racially/ethnically diverse residential community in Berkeley.

3. Findings Concerning Impacts which are less than Significant

The following potential impacts were reviewed in the EIR, but found to be less than significant. Because they were found not to be significant, they do not need to be mitigated:

1. Transportation Impact 7--Traffic on Freeway ramps will increase, but at a less than significant level (see Draft EIR p.4B-35);

2. Urban Design Impact 4--Given the Plan's urban design policies, the modification of visual character at the edge of Plan districts should improve rather than detract from the area's visual character (see Draft EIR pp. 4C-20,21) ;

3. Urban Design Impact 5--The Plan's policies will serve to heighten, rather than lessen, the cumulative visual identity of West Berkeley (see Draft EIR, pp.4C-21,22);

4. Public Services Impact 1--Residential development under the Plan will not generate a need for new police services (see Draft EIR p.4E-5);

5. Public Services Impact 3--Residential development under the Plan will not increase the need for educational and child care facilities (See Draft EIR p.4E-10);

6. Public Services Impact 4--Residential development under the Plan will not increase the need for libraries (see Draft EIR pp. 4E-11,12);

7. Wastewater Impact 1--Implementation of the West Berkeley Plan will not have a significant impact on the existing sewer system (see Draft EIR p.4F-12);

8. Wastewater Impact 2--The East Bay sewer system and wastewater treatment system will be adequate to handle the cumulative increase in sewer system use which result from development under the West Berkeley Plan (see Draft EIR pp. 4F-12,13);

9. Air Quality Impact 2--Emissions by motor vehicles into the air under Plan buildout will as a whole decrease from current levels (see Draft EIR pp.4J-13-15);

10. Air Quality Impact 3--Localized carbon monoxide emissions will decrease over the life of the Plan (see Draft EIR, p.4J-15);

11. Air Quality Impact 4--Toxic air contaminant emissions related to manufacturing processes will be less than significant (see Draft EIR, p. 4J-15);

12. Air Quality Impact 5--The West Berkeley Plan is consistent with the Air Quality Management District's Clean Air Plan (see Draft EIR, pp. 4J-15-17);

13. Noise Impact 5--Future increases in traffic noise would not have a significant impact on sensitive receptors (see Draft EIR, pp. 4K-15,16);

14. **Socioeconomics Impact 1**--The growth in total employment in West Berkeley under the Plan does not constitute a significant negative impact (see Draft EIR, pp. 4L-6,7);

15. **Socioeconomics Impact 2**--Job growth projected under the Plan will not greatly alter the proportion of jobs by industry (see Draft EIR, p. 4L-7);

16. **Socioeconomics Impact 3**--Development under the West Berkeley Plan is likely to cause only a minor shift in the proportion of jobs by occupation (see Draft EIR, p.4L-7);

17. **Socioeconomics Impact 4**--Increase in Population--The increased in population under the West Berkeley Plan is not significant (see Draft EIR, p. 4L-9);

18. **Socioeconomics Impact 6**--The increase in the jobs/employed residents ratio that development under the West Berkeley Plan would cause in the Berkeley labor market is small (see Draft EIR, p. 4L-10).

4. Findings Concerning Potentially Significant Impacts and Mitigations Therefor

This section sets out those impacts found by the EIR to be potentially significant and how the City plans to mitigate those impacts to a level where they are no longer significant. Unless otherwise stated herein, all impacts identified in this section are reduced to a level of insignificance by the mitigations set forth herein, as they will be implemented pursuant to the City's Mitigation Monitoring Program. The City's findings concerning those impacts which cannot be mitigated to a level where they are no longer significant are contained in Section 7--Statement of Overriding Considerations. Findings regarding impacts which require actions by other public agencies are contained in Section 6--Responsibility of Other Public Agencies.

Land Use

Impact 1--Build out under the Plan could allow certain conflicting land uses along the shared edges of two districts.

Mitigation--This mitigation shall be applied through Use Permit process:

1. The City shall identify whether the proposed land use conflicts with existing adjacent uses, and require a Use Permit if it does.

2. The City shall review whether the proposed use and proposed location falls under the Manufacturing/Residential Buffer policy of the Plan set forth on p. 53 of the Plan. If it falls under this policy, follow the buffering requirements set forth therein. If the use does not fall under that situation;

3. The City shall incorporate mitigations with regard to noise (see Noise Impacts 1 and 2, p.16 of these Findings), hazardous materials (see Hazardous Materials Impacts 2,3,and 3a, Findings pp. 13-14) visual quality (see Urban Design Impacts 1,2, and 3, Findings p.9), and traffic (see Transportation Impacts 1,1a, and 2a, Findings pp.6-7) into Use Permit conditions of approval to assure that the use does not exceed performance standards. In addition,

4. If the potentially conflicting use is residential or live-work space, the City shall require that a disclosure statement is included with appropriate title papers for the property. In addition,

5. This impact is also discussed and mitigated under Hazardous Materials Impact 3a.

Impact 2--Development under the Plan could lead to land use incompatibilities within mixed use districts, particularly between industrial and residential uses in the Mixed Use/Residential district.

Mitigation--This mitigation shall be applied through Use Permit process:

1. The City shall identify whether the proposed land use conflicts with existing adjacent uses, and require a Use Permit if it does.

2. The City shall review whether the proposed use and proposed location falls under the Manufacturing/Residential Buffer policy of the Plan set forth on p. 53 of the Plan. If it falls under this policy, follow the buffering requirements set forth therein. If the use does not fall under that situation;

3. The City shall incorporate mitigations with regard to noise (see Noise Impacts 1 and 2, p.16 of these Findings), hazardous materials (see Hazardous Materials Impacts 2, and 3, Findings pp. 13-14) visual quality (see Urban Design Impacts 1,2, and 3, Findings p.9), and traffic (see Transportation Impacts 1,1a, and 2a, Findings pp.6-7) into Use Permit conditions of approval to assure that the use does not exceed performance standards. In addition,

4. If the potentially conflicting use is residential or live-work space, the City shall require that a disclosure statement is included with appropriate title papers for the property.

5. This impact is also discussed and mitigated under Hazardous Materials Impact 3a.

Impact 3--The cumulative impact of development in the surrounding area--West Berkeley, itself, Berkeley as a whole, Emeryville, Oakland, and Albany will result in a significant increase in travel through West Berkeley, particularly on major streets.

Mitigations--A mitigation program cannot be designed which can assure, with absolute certainty, that this potential impact will be reduced to a level of insignificance (see Section 7--Statement of Overriding Considerations). The level of significance of this Impact will in large measure be the result of actions which are within the responsibility and jurisdiction of another public agency, particularly the cities of Emeryville, Oakland, and Albany (see section 6--Responsibilities of Other Agencies). Nevertheless, the City plans to implement a program of transportation mitigations which will substantially lessen these impacts, even if it does not necessarily reduce them to insignificance. This program is:

A) Implement Transportation Demand Management (TDM) programs to encourage carpooling and vanpooling, walking and bicycle use, the use of transit, flexible scheduling of work hours, and other methods to reduce travel demand:

B) If further mitigations are still required, in that the traffic impact of the project after this mitigation will cause an intersection which is performing at Level of Service D or better to fall below D, or cause an intersection performing at Level of Service E to fall below E, determine if operational improvements will reduce traffic congestion at intersections;

C) If further mitigations are still required, in that the traffic impact of the project after this mitigation will cause an intersection which is performing at Level of Service D or better to fall below D, or cause an intersection performing at Level of Service E to fall below E, the City will consider the use of physical measures to improve intersection operations;

D) If none of the above measures are sufficient to control traffic congestion, in that the traffic impact of the project after this mitigation will cause an intersection which is performing at Level of Service D or better to fall below D, or cause an intersection performing at Level of Service E to fall below E, the City will consider reducing the scale or intensity of the development, if appropriate at that location;

E) In addition, the City of Berkeley shall work with the cities of Albany, Emeryville, and Oakland to encourage transportation demand management programs, and the provision and use of transit services.

Transportation

Impact 1--Full development under the Plan is estimated to--in the absence of any mitigating measures--increase PM peak hour trips by approximately 1,000. This could have the negative impact on causing intersections which are operating at Level of Service "D" or above to fall below Level of Service D, and/or of causing intersections which are operating at less than Level of Service "D" to worsen further.

Mitigations--A mitigation program cannot be designed which can assure, with absolute certainty, that this potential impact will be reduced to a level of insignificance (see Section 7--Statement of Overriding Considerations). The level of significance of this impact will in part be the result of actions which are within the responsibility and jurisdiction of another public agency, particularly Caltrans, which is responsible for the operation and improvement of Interstate 80, San Pablo Avenue, and Ashby Avenue (see section 6--Responsibilities of Other Agencies). Nevertheless, the City plans to implement a program of transportation mitigations which will substantially lessen these impacts, even if it does not necessarily reduce them to insignificance. This program is:

A) The City shall review projects to assure that their traffic impact will not--in violation of West Berkeley Plan policies--cause an intersection which is performing at Level of Service "D" or better to fall below "D", or cause an intersection performing at Level of Service "E" to fall below E. In addition, the City will

B) Implement Transportation Demand Management (TDM) programs to encourage carpooling and vanpooling, walking and bicycle use, the use of transit, flexible scheduling of work hours, and other methods to reduce travel demand:

C) If further mitigations are still required, in that the traffic impact of the project after this mitigation will cause an intersection which is performing at Level of Service D or better to fall below D, or cause an intersection performing at Level of Service E to fall below E, determine if operational improvements will reduce traffic congestion at intersections;

D) If further mitigations are still required, in that the traffic impact of the project after these mitigations will cause an intersection which is performing at Level of Service D or better to fall below D, or cause an intersection performing at Level of Service E to fall below E, the City will consider the use of physical measures to improve intersection operations;

E) If none of the above measures are sufficient to control traffic congestion, in that the traffic impact of the project after these mitigations will cause an intersection which is performing at Level of Service D or better to fall below D, or cause an intersection performing at Level of Service E to fall below E, the City will consider reducing the scale or intensity of the development, if appropriate at that location.

Impact 1a--Development under the West Berkeley Plan could--particularly at congested locations near residential areas--cause through traffic to spill over to residential streets.

Mitigations--The City's overall efforts to maintain Level of Service D or E (see Transportation Impact 1 above) will help mitigate this problem, as will its transportation demand management efforts (see Transportation Impact 1 above). In addition, the City will, in consultation with affected residents and businesses, where needed install such traffic control devices as traffic signals, stop designs, full or partial diverters, or speed humps, to protect residents of local streets. With these mitigations, this impact will be reduced to insignificance.

Impact 2--Development under the West Berkeley Plan could cause parking shortfalls in some intensely used areas.

Mitigations--The City will support the provision of additional transit service and employee shuttles to West Berkeley. The City will, if such facilities prove to be needed, participate in the financing of joint-use parking facilities in crowded areas. In no event is the shortfall estimated to exceed 3% of the West Berkeley parking supply, and not numerically greater than the existing shortfall. This is not a significant impact.

Impact 2a--Regional serving "destination" restaurants could require greater parking than provided for in the West Berkeley Plan Recommended Parking Standards:

Mitigation--The City shall, during the rezoning of West Berkeley following approval of the West Berkeley Plan, adopt zoning standards enabling the Planning Dept. to require a parking study which will identify if additional parking is needed. The study can be required if there is an existing parking deficiency within 1,000 feet of the proposed restaurant which the restaurant would worsen, or if the restaurant could cause a parking deficiency. If the study finds a deficiency, the restaurant shall be required to develop a transportation demand management program to reduce the need for parking, and/or to create or lawfully gain the use of additional parking facilities, and/or to obtain a Use Permit, demonstrating that the parking deficiency would not be detrimental.

Impact 3--Demand for transit services and need for transit facilities will increase with development under the West Berkeley Plan.

Mitigations: These increases are significant if they cause transit ridership to increase beyond the capacity of existing vehicles and facilities. The City and the Transportation Management Associations are initiating a shuttle from major employers to BART, which will expand the amount of transit services. The City will inform the Metropolitan Transportation Commission (MTC) and AC Transit of documented increases in transit demand.

Impact 4--Development under the West Berkeley Plan will increase levels of automobile, bicycle, and pedestrian traffic, increasing threats to bicycle and pedestrian safety.

Mitigation--The City will review the recommendations of the Berkeley Bicycle Facility Study, with regard to bike lanes and other facilities, will pursue opportunities for improved access to the Waterfront area, and will review and incorporate the need for new and/or improved bikeways, sidewalks, pedestrian ways, and pedestrian and bicycle signage in its review of projects and its capital improvement planning. The impact will be reduced to a level of insignificance because the initial increased risk was modest, and because of the City's bikeway and sidewalk programs.

Impact 5--Increased parking demand in the 3rd & University area could result from the increased train service stopping at the Berkeley station.

Mitigation: These increases are significant if they result in a shortfall of long-term parking spaces available to riders of trains stopping at the Berkeley railroad station. The City will support increases in transit and employer shuttle service to the station to relieve parking demand.

Impact 6--Cumulative automobile traffic, resulting from development in West Berkeley, the remainder of Berkeley, Albany, Oakland, and Emeryville, would, in the absence of mitigations, worsen "Levels of Service" at six of nine key West Berkeley intersections studied:

Mitigations--A mitigation program cannot be designed which can assure, with absolute certainty, that this potential impact will be reduced to a level of insignificance (see Section 7--Statement of Overriding Considerations). The level of significance of this Impact will in large measure be the result of actions which are within the responsibility and jurisdiction of another public agency, particularly the cities of Emeryville, Oakland, and Albany (see section 6--Responsibilities of Other Agencies). Nevertheless, the City plans to implement a program of transportation mitigations which will substantially lessen these impacts, even if it does not necessarily reduce them to insignificance. This program is:

A) Implement Transportation Demand Management (TDM) programs to encourage carpooling and vanpooling, walking and bicycle use, the use of transit, flexible scheduling of work hours, and other methods to reduce travel demand. The City shall use the means at its disposal to encourage the cities of Albany, Oakland, and Emeryville to institute such programs, and shall coordinate its efforts with theirs wherever feasible.

B) If further mitigations are required, in that the traffic impact of the project after this mitigation will cause an intersection which is performing at Level of Service D or better to fall below D, or cause an intersection performing at Level of Service E to fall below E, determine if operational improvements will reduce traffic congestion at intersections. In particular the City will review and implement, as feasible and necessary, signal timing improvements noted in Table 4B-6 of the Draft EIR.

C) If further mitigations are still required, in that the traffic impact of the project after these mitigations will cause an intersection which is performing at Level of Service D or better to fall below D, or cause an intersection performing at Level of Service E to fall below E, the City will consider the use of physical measures to improve intersection operations, as noted in Figure 4B-7 of the Draft EIR.

D) If the City is unable to make signal timing improvements at the intersection of Gilman & San Pablo, adequate to maintain Levels of Service in accordance with the West Berkeley Plan's standards, it shall evaluate the feasibility of installing a signal at Harrison & San Pablo and of repaving Harrison St.

E) If none of the above measures are sufficient to control traffic congestion, in that the traffic impact of the project after these mitigations will cause an intersection which is performing at Level of Service D or better to fall below D, or cause an intersection performing at Level of Service E to fall below E, the City will consider reducing the scale or intensity of the development, if appropriate at that location.

Urban Design and Visual Quality

Impact 1--Although the Plan generally maintains or reduces existing height limits, there remains the one residual possible impact that development under the Plan could obscure significant public views.

Mitigation--Within the City's existing design review procedure, if a building is within an east-west view corridor, is over thirty (30) feet tall, and exceeds the height of adjacent buildings, the City will require building mass information through wireframe or photo-simulation techniques, will call for the project to incorporate stepped back building heights and/or broken rooflines in the design as appropriate, will review the view implications of outdoor signage, and will review the project's landscaping plans for their contribution to visual quality. The City will use this information to propose a series of possible modifications from which the project architect will choose to reduce the project's impact on public views to a level of insignificance.

Impact 2--New development in West Berkeley could negatively impact the visual character of the University Avenue gateway or entry corridors.

Mitigations--Development in these corridors will continue to undergo design review, the City will define its desired image for entries into West Berkeley, and develop appropriate design guidelines, including street trees and City public works and capital improvements. The City shall continue to discourage parking lots adjacent to gateway and entry corridors. With these mitigations, this impact will be reduced to insignificance.

Impact 3--New development in West Berkeley could be incompatible with West Berkeley's visually distinctive sites.

Mitigation--Within the City's existing design review process, the City will continue to review projects for their compatibility with visually distinctive places in non-residential districts. The City will create appropriate design guidelines for such areas. With these mitigations, this impact will be reduced to insignificance.

Historic Resources

Impact 1--Although the Plan's goals and policies support preservation of historic buildings, there may be instances where designated historic buildings are demolished.

Mitigations--As stated in Plan Physical Form Element Policies 7.1 and 7.2, the listing of buildings as designated historical buildings shall be prioritized. In addition, the Landmarks Preservation Commission (LPC) shall continue to review and approve any proposal for demolition of City designated landmarks. In addition, for designated landmarks, the Planning Department shall require that the applicant prepare a brief study demonstrating the economic feasibility or infeasibility of reusing the structure for a purpose permitted in the district. If this study demonstrates, to the satisfaction of the City, that it is infeasible to retain the structure, the City shall prepare a recommendation to this effect to the LPC. In the case of a National Register listed or eligible property, if it cannot be retained, an inventory for the Historic American Building Survey shall be prepared and submitted to the LPC, in addition a historic plaque describing the significance of the building shall be prepared and submitted to the LPC.

Impact 2--Although the Plan's goals and policies support the sensitive reuse of historic buildings, developments under the West Berkeley Plan could inappropriately alter existing historic buildings.

Mitigation--The City will continue its existing review processes. Alterations to locally or national recognized landmarks shall be referred to the LPC for review, comment and mitigation; alterations to buildings listed on the State Historic Resources Inventory, those listed as structures of merit, or other buildings over 40 years old determined to have special architectural or historical significance shall be referred to the LPC for review and comment.

Impact 3--Projects adjacent to designated landmarks in West Berkeley might negatively impact the historic context of the landmark.

Mitigation--The City shall continue its practice of requiring that projects adjacent to landmarks undergo design review in conjunction with the Landmarks Preservation Commission.

Impact 4--New development along Sixth St. could intensify contrasts between new and historic structures along this street.

Mitigation--The City shall continue its practice of requiring that projects adjacent to local area with a high concentration of historic structures shall undergo design review in conjunction with the Landmarks Preservation Commission.

Public Services

Impact 2--Increased development under the West Berkeley Plan could require increased fire services.

Mitigations--The City shall require installation of fire sprinkler systems in new non-residential and multi-family residential developments. In addition, the Fire Department should establish standards for fire service and determine when new development will require new facilities to meet those standards. If new development causes such new needs, it shall provide or contribute to necessary facilities.

Impact 5--The increase in commercial, industrial, and residential development in West Berkeley under the Plan is likely to lead to greater generation of solid waste and recyclables.

Mitigation--The City will continue to recover solid waste and recycling costs through its refuse rates.

Impact 6--New residents in West Berkeley may create a need for additional parks and recreational facilities.

Mitigations--In conformity with the City's open space dedication Ordinance, residential projects larger than 10 units, the City will require a dedication of park space or an in-lieu park fee.

Impact 7--New residents and workers in West Berkeley may create a demand for additional recreational services.

Mitigation--The City should assess whether park and recreation funding mechanisms--including that provided by the Mitigation by Public Services Impact 6--are adequate to meet needs, and, if not, shall consider levying appropriate assessments to meet additional costs.

Water

Impact 1--Development under the Plan could lead to increases in water usage in West Berkeley.

Mitigations--The City shall review projects for their conformance with state Water Conservation Landscape Measures legislation, and shall, for large water users, require a water conservation plan, and to consider use of reclaimed water. Water conservation devices and practices shall be added when existing businesses are remodeled.

Impact 2--Development in West Berkeley, the remainder of Berkeley, Albany, Oakland, and Emeryville are likely to, taken together, increase water usage from the East Bay Municipal District (EBMUD).

Mitigation--This impact cannot be mitigated to a level of insignificance (See Section 7--Statement of Overriding Considerations). This is the case even though the impacts in West Berkeley itself can be mitigated. The same mitigations which apply to that impact, apply to this one, namely that the City shall review projects for their conformance with state Water Conservation Landscape Measures legislation, and shall, for large water users, require a water conservation plan, and to consider use of reclaimed water. Water conservation devices and practices shall be added when existing businesses are remodeled.

Hydrology

Impact 1--Largely because of residential development, development under the West Berkeley Plan could degrade the quality of storm water, and increase the amount of runoff whose original source cannot be identified (known as Non-Point Source Pollutants).

Mitigations--The City shall determine the type of National Pollutant Discharge Elimination System (NDPES) regulatory authority for each proposed project. If the project is not required to apply for an individual storm water permit, the City shall review the project for compliance with Ordinance #6070--Stormwater Runoff Quality Control--and shall prepare appropriate specific conditions of project approval.

Impact 1a--Development under the Plan adjacent to Aquatic Park could cause additional pollutants to run off into the Aquatic Park lagoon.

Mitigations--Same measures as for Impact 1 specifically, for projects in areas where storm drains discharge into Aquatic Park. The City shall determine the type of National Pollutant Discharge Elimination System (NDPES) regulatory authority for each proposed project. If the project is not required to apply for an individual storm water permit, the City shall review the project for compliance with Ordinance #6070--Stormwater Runoff Quality Control--and shall prepare appropriate specific conditions of project approval.

Impact 2--Cumulative development in West Berkeley, the remainder of Berkeley, Albany, Oakland, and Emeryville will increase the amount of non-point source pollutants entering San Francisco Bay.

Mitigations--Same mitigation as for Hydrology Impact 1. The City shall determine the type of National Pollutant Discharge Elimination System (NDPES) regulatory authority for each proposed project. If the project is not required to apply for an individual storm water permit, the City shall review the project for compliance with Ordinance #6070--Stormwater Runoff Quality Control--and shall prepare appropriate specific conditions of project approval.

Geology, Soils & Seismicity

Impact 1--Development under the West Berkeley Plan is likely to bring more residents and workers into West Berkeley. These people would be at risk from existing seismically unsound structures during a major earthquake. People who live and/or work in seismically unsound structures would be particularly at risk.

Mitigations--This impact cannot be mitigated to a level of insignificance (see Section 7--Statement of Overriding Considerations). To mitigate to the greatest degree possible, the City should implement its existing Unreinforced Masonry (URM) Ordinance procedures. For permit applications, the City should review the application to see if there are any URMs on the site, to assure that the new or rehabilitated building's plans conform to seismic safety standards, and that any buildings to be reused are inspected by a registered structural engineer.

Impact 2--Development under the West Berkeley Plan is likely to bring more residents and workers into West Berkeley. These people would be at risk from unwanted seismic activity during a major earthquake.

Mitigation--As above, this impact cannot be mitigated to a level of insignificance (see Section 7--Statement of Overriding Considerations). To mitigate to the greatest degree possible, the City should implement its existing Unreinforced Masonry (URM) Ordinance procedures. For permit applications, the City should review the application to see if there are any URMs on the site, to assure that the new or rehabilitated building's plans conform to seismic safety standards, and that any buildings to be reused are inspected by a registered structural engineer.

Hazardous Materials

Impact 1--Like virtually any land use planning system, the West Berkeley Plan makes a certain number of uses non-conforming. Existing non-conforming uses could cause land use conflicts with adjacent uses, especially if the non-conforming site uses hazardous materials. The City's data base on hazardous materials is incomplete.

Mitigations--A map of known uses which would be non-conforming under the Plan is included in the Land Use Element, as is a map of sensitive receptors. The City is in the process of identifying all users of hazardous materials, and developing information about the level of hazard at all hazardous materials sites. This map shall be used in the review of projects under Impact 3 and its mitigations.

Impact 2--The Plan itself does not contain standards for reviewing and approving projects which use chemicals. This could lead to ill-informed Use Permit decisions, and conflicts between neighboring uses.

Mitigations

A. To avoid conflicts, the following uses shall not be permitted "by right" with a Zoning Permit, but shall always require a Use Permit:

- o Mixed Manufacturing District--Offices
- o Mixed Use/Light Industrial District--Offices
- o Mixed Use/Residential District

All industrial and agricultural uses

Specified retail uses--Building materials, garden supplies, dry cleaning

New and expanded residential uses within 150 feet of an existing

industrial use

- o Commercial District

Day care and schools

Live-work

Medical offices

Wholesale trade, wherein wholesaling of products containing hazardous materials shall not be allowed to locate adjacent to a sensitive use without adequate safeguards to prevent off-site impacts.

B. The City shall develop a Hazard Ranking System to determine potential hazards from chemicals to be used and stored in a project. If necessary, based on information found in the initial review of hazardous materials, a Use Permit and appropriate Use Permit conditions shall be required.

Impact 3--Despite the Plan's efforts to structure compatible groupings of uses, the mixed use nature of the Plan creates some potential for incompatible uses.

Mitigations--The mitigations for this impact are:

A. Review new proposed uses which use chemicals and see if they create potential conflicts with existing nearby sensitive uses. If so, then:

1. Apply the Hazard Ranking System and determine if the chemical use is significant enough to pose a hazard to adjacent sensitive receptors. If not, no further action is required, if it is significant enough, then

2. Require that the project apply for a Use Permit, include a hazards analysis of the health and safety risks the project poses to adjacent uses, and proposals as to how to mitigate those risks;

3. The City shall include in any Use Permit approval finding of non-detriment, hazardous materials information which indicates the project's hazards, the location of sensitive receptors, and methods to mitigate the risks--proposed by the applicant or the City.

B. Review new uses which involve sensitive receptor groups, and see if they create potential conflicts with hazardous materials sites. If so, then:

1. Apply the Hazard Ranking System and determine if the chemical uses in the area of the new use are significant enough to pose a hazard to the new sensitive receptors. If not, no further action is required, if the use is significant enough, then

2. Require that the project apply for a Use Permit, including a hazards analysis of the health and safety risks the nearby uses pose to the sensitive receptors, and proposals as to how to mitigate those risks;

3. The City shall include in any Use Permit approval finding of non-detriment, hazardous materials information which indicates the project's hazards, the location of sensitive receptors, and methods to mitigate the risks--proposed by the applicant or the City.

Impact 3a--Projects which may occur under the West Berkeley Plan, including specific projects reviewed as potential development in the Environmental Impact Report, may cause use conflicts at the edge of land use districts, or at the City border.

Mitigations--The Mitigations for this impact are those listed as Mitigations for Hazardous Materials Impacts 1,2,and 3.

Impact 4--The draft Plan's restrictions on laboratories would have created a number of non-conforming laboratories, and failed to distinguish between types of laboratories with different impacts.

Mitigations--The city will incorporate laboratory uses into the Hazard Ranking System described under Hazardous Materials Impact 2. The proposed Plan indicates that laboratory uses will be further studied for appropriate treatment in the rezoning which will follow Plan approval.

Impact 5--The draft West Berkeley Plan did not provide clear designations for semiconductor production

Mitigations--The West Berkeley Plan as proposed specifies semiconductor production as a use within electronics.

Impact 6--The City's Hazardous Waste Importation Regulation--referenced in the West Berkeley Plan--prohibits the siting in Berkeley of a facility to recycle or to serve as a transfer station for hazardous waste. This prohibition could inhibit waste recycling and waste reduction efforts of local businesses, would prevent the City from consolidating or recycling its own wastes, and could lead other cities to refuse to handle hazardous waste from Berkeley.

Mitigations--The City shall develop measures for handling the waste recycling needs of its businesses in the Hazardous Waste Management Plan, currently being drafted. The Plan should consider the feasibility and desirability of various alternatives, including, but not limited to, the creation of a multi-user recycling facility and/or transfer station; encouragement of on-site recycling; and transporting wastes outside Berkeley.

Impact 7--The cumulative impact of build out of projects with chemical-intensive uses (as determined by the Hazard Ranking System) could significantly impact the City's ability to respond to a release incident, although each individual project would not be large enough to impact the City's emergency response capacity.

Mitigations--As is current practice, for chemical use projects that require a Use Permit, the City shall require on site emergency response equipment, familiarization of City responders with the facility and its risks, and participation by company personnel in joint training with City responders. For projects not requiring a Use Permit, adjacent land uses shall be surveyed for hazardous material use and storage, and applicants and the City will seek, to the extent feasible, to minimize the potential for cross-boundary incidents.

Air Quality

Impact 1--Dust during construction could add to already high regional levels of particulates.

Mitigations--Future developers shall follow a dust abatement program, shall operate construction equipment to minimize emissions, and shall phase construction activities to avoid poor air quality days. Use Permit conditions shall state these requirements.

Impact 7--Along with development elsewhere in Berkeley, Albany, Oakland, and Emeryville, development in West Berkeley is likely to lead to regional increases in vehicle miles traveled and thus to emissions.

Mitigations--This impact cannot be mitigated to a level of insignificance (See Section 7--Statement of Overriding Considerations). This is the case even though West Berkeley itself is not causing a significant negative impact (see Air Quality Impacts 2,3,4,and 5 in Section 5). Pursuant to the EIR, to partially mitigate this regional cumulative impact, the following policies have been added to the Environmental Quality Element of the West Berkeley Plan:

Policy 5.8, Coordinate with the Alameda County Congestion Management Agency and the Metropolitan Transportation Commission and local agencies to assure that development is phased with transit service extensions.

Policy 5.9 Require developers and commercial tenants to conform with the City of Berkeley Trip Reduction Ordinance.

Policy 5.10 Require future developers and commercial tenants to provide appropriate facilities for buses--such as bus stop sites, shelters, turnouts, and lighting--and bicycle and pedestrian facilities. The city's bicycle lane system should be expanded within the West Berkeley Plan area.

Policy 5.11 Require employers in the West Berkeley Plan area to participate in and provide funding to employer-funded shuttles between their facilities and BART.

Noise

Impact 1--New residential development (including for purposes of noise protection, live-work development) could be exposed to transportation-based noise levels of 60 dBA or above, particularly along major streets.

Mitigations--Developers of new residential and live-work projects exposed to an exterior DNL of greater than 60 Db shall prepare a site specific noise study which shall indicate how the project will achieve the state indoor noise performance standard of 45 Db DNL and the outdoor noise performance standard of 60 Db for major outdoor areas.

Impact 2--Sensitive receivers such as residential uses could suffer unacceptable noise impacts from expanded industrial or commercial uses.

Mitigations-- The following Policy 6.2 has been added to the Environmental Quality Element of the West Berkeley Plan, "Development performance standards for new uses. Base the Performance Standards on the Noise Element and the State's Noise Insulation Standards: Indoor Residential Standard: DNL of 45 dB; and Outdoor Residential Standard: DNL of 60 dB." In addition, developers of new industrial or commercial projects greater than 20,000 square feet shall prepare a Noise Control Report if the project is near sensitive receptors, and shall implement mitigations to their project as to bring it into compliance with the City of Berkeley Noise Ordinance.

Impact 3--Sensitive receivers such as residential uses could suffer noise impacts from construction projects in West Berkeley.

Mitigations--Significant construction projects occurring near residential or office uses shall prepare a Construction Noise Report, documenting anticipated construction noise and how it will be mitigated to meet the City's Noise Ordinance.

Impact 4--Sensitive receivers such as residential uses could be exposed to unacceptable vibrations.

Mitigations--The City shall enforce noise performance standards (which will reduce vibration, since vibration is often a product of noise), shall prohibit new live-work and residential development within 100 feet of the Southern Pacific Railroad tracks on 3rd St., shall require live-work projects to satisfy the state's minimum requirement for sound isolation between dwelling units, and shall adopt the state's model Noise Ordinance vibration standard.

Socioeconomics

Impact 5--Development under the Plan would lead to job growth, and in turn to greater demand for housing in Berkeley. It is estimated that 84 low income and 92 very low income housing units would be required to meet this demand.

Mitigations--Larger project applicants will be required to offset the increased need for housing by providing housing or paying in-lieu fees, as the City's Mitigation Ordinance and Resolution provide.

5. Findings Regarding Project Alternatives

The EIR analysis, as required by CEQA, reviewed alternatives, in this case four (4) alternatives. In addition to the Draft Plan, a No Project/No Growth Alternative, a Retail and Office Growth Alternative, and a Manufacturing Preservation Alternative were analyzed. However, the Draft Plan Alternative remains the Preferred Alternative. The reasons for disapproving the other Alternatives are as follows.

The No Project/No Growth Alternative--an alternative required under state law--assumes that no further development of any kind would take place in West Berkeley beyond those projects which had already gained Use Permits or Development agreements. This Alternative would not allow any employment, housing, or tax revenue growth in West Berkeley, despite the community's or City's needs. At the same time, the No Project Alternative would have reduced PM peak hour trips by only 650 versus the Plan alternative, and would have caused as many intersections to exceed Level of Service thresholds as the Plan Alternative. This policy would be infeasible for the City as it eliminates any fiscal benefits for the City. Because of this, and because this alternative is not environmentally superior to the proposed West Berkeley Plan, it is rejected.

The Retail and Office Growth Alternative is a high growth Alternative. In this Alternative, height limits would be raised from levels under the Plan alternative, the Commercial district would be expanded, and limitations on changes of use of manufacturing space in the Mixed Use/Light Industrial District would be eliminated. This Alternative would allow substantially more commercial development than the Plan alternative. However, it would also create greater traffic congestion, demand for parking, and potential for obstruction of views than other Alternatives. In addition, the Alternative would result in a major decrease in manufacturing jobs, which would be contrary to the goals of the Plan. This alternative is environmentally inferior to the proposed West Berkeley Plan. Because of its environmental and socioeconomic inferiority, this Alternative is rejected.

The Manufacturing Preservation Alternative would tightly limit changes of use in order to preserve manufacturing and industrial space. No changes of use from manufacturing or wholesaling would be allowed in the Mixed Use/Light Industrial district, changes in the Mixed Use/Residential district would require a specific rationale and justification, and upper story office use would not be permitted in the Mixed Manufacturing District. However, the height limit in the Commercial district would be raised from 45 to 65 feet. The Manufacturing and Mixed Use/Light Industrial districts would expand, the Mixed Use/Residential and Commercial districts contract. This Alternative would lead to the greatest retention of manufacturing, and would reduce housing demand in Berkeley from that caused by the Plan alternative. However, it would reduce commercial development and therefore tax revenue from the Plan level, while only minimally reducing traffic congestion or parking demand. For these reasons, this Alternative is rejected as infeasible.

For all of the reasons set forth above, the Alternatives to the Draft Plan are rejected, and the City Council finds that the Preferred Alternative--the Draft Plan--is the environmentally superior alternative.

6. Responsibility of Other Public Agencies

Certain changes and alterations necessary to reduce traffic impacts to a level of insignificance are within the responsibility and jurisdiction of other agencies, as described in sections A and B below.

A. Caltrans

The California Department of Transportation (Caltrans) has responsibility for and authority for the operation and maintenance of the Eastshore Freeway (Interstate 80), San Pablo Avenue (State Highway 123), and Ashby Avenue (State Highway 13). These are three of the most important roads in the West Berkeley network. This affects the City of Berkeley's ability to mitigate Land Use Impact 3, Transportation Impact 1, and Transportation Impact 6. The City of Berkeley urges Caltrans to operate these facilities in a way which supports the West Berkeley Plan, in particular to facilitate the implementation of mitigation measures under Transportation Impacts 4 and 6 in the Draft EIR.

B. Neighboring Cities

Each city is responsible for setting its own land use policy and making its own development approvals, within the guidelines of the California Environmental Quality Act. The decisions of these cities, particularly those cities which immediately adjoin West Berkeley-- Emeryville, Oakland, and Albany--can have a substantial impact on traffic congestion in West Berkeley. In particular, this affects the City of Berkeley's ability to mitigate Land Use Impact 3 and Transportation Impact 6. The City of Berkeley urges these cities to implement environmentally sensitive development policies which will minimize automobile use, emphasize transit and walking as travel modes, and minimize traffic impacts on West Berkeley.

7. Statement of Overriding Considerations

A. Unavoidable Adverse Impacts

The Environmental Impact Report has identified three areas in which development under the West Berkeley Plan will, in conjunction with other projects in Berkeley and neighboring cities, have unavoidable adverse impacts. These are cumulative increases in water usage (Water Impact 2), human exposure to cumulative seismic hazards (Geology Impact 2), and cumulative regional emissions from motor vehicles (Air Quality Impact 7). The EIR finds that one impact arising solely from West Berkeley (Geology Impact 1)--human exposure to seismic hazards--remains a potentially significant impact. The EIR further finds that the City can take steps to mitigate these impacts, but that the impacts nonetheless remain significant. These mitigations are set forth in Section 4.

In addition, these Findings note that the City cannot state with complete certainty that traffic related impacts (Land Use Impact 3, Transportation Impact 1, and Transportation Impact 6) will be reduced to a level of insignificance. Therefore, these Findings conclude that the cumulative impact of development in the surrounding area, full development under the Plan, and cumulative automobile traffic could result in unavoidable adverse impacts.

B. Overriding Public Benefits of the West Berkeley Plan

The City Council, finds, for the reasons set forth below, that the benefits of enacting and implementing the West Berkeley Plan outweigh and override the unavoidable adverse impacts:

1. The West Berkeley Plan supports the development of industrial, commercial, and residential uses in West Berkeley, rather than in more suburban locations within the Bay Area. By encouraging this development to occur in West Berkeley, the City makes it easier for the workers in new developments to use transit or commuter rail, bicycle, or walk to work, all of which would be more difficult in more suburban locations. Census data clearly indicates that persons commuting within the city of Berkeley use more environmentally benign modes of transportation than persons commuting outside of Berkeley. In addition, the City and the Bay Area Air Quality Management District have already provided assistance and support to an employer shuttle service to increase non-automobile commuting to West Berkeley;

2. By providing employment opportunities, particularly opportunities for manufacturing employment, close to socioeconomically needy populations in Berkeley, Emeryville, and Oakland, development under the West Berkeley Plan can improve the living standards of many needy people and households.

3. While growth in West Berkeley will bring more people into the vicinity of seismically unsound structures, development under the West Berkeley Plan will also result in the seismic retrofitting of existing structures, and the construction of new, seismically safer structures. Thus, over the life of the Plan, more and more people living and working in West Berkeley will be living and/or working in seismically sound, rather than seismically unsound structures.

4. The West Berkeley Plan provides for a wide range of measures to improve environmental quality in the areas of hazardous and biohazardous materials, soil and groundwater contamination, air quality, trip reduction, and noise.

5. The West Berkeley Plan provides for an appropriate and balanced mixture of manufacturing, office-based, retail, live-work, residential, and other land uses. Thus, West Berkeley and the City can gain benefits from each of these types of uses. In the absence of the West Berkeley Plan, the pattern of land use could become unbalanced, with an excessive proportion of retail and/or office uses. These unbalances could create traffic congestion, require greater commuting by their workforces, and/or displace existing workers.

6. The West Berkeley Plan supports the concentration of retailing and high intensity uses in relatively small areas, and thus supports a compact, pedestrian-oriented, rather than a sprawling, automobile-oriented development pattern. These concentrations will reduce the need for automobile travel between retailers, and will protect industrial spaces from being changed to retail use.

7. The West Berkeley Plan is the product of an extensive and intensive public process with residents, businesspeople, landowners, trade unionists, environmentalists, artists, and other West Berkeley stakeholders, and thus represents a community involvement process which should be supported.

C. Materials in the Record for the West Berkeley Plan

For purposes of establishing a record of proceedings to support the above findings, the following materials are deemed to be in the record for the West Berkeley Plan:

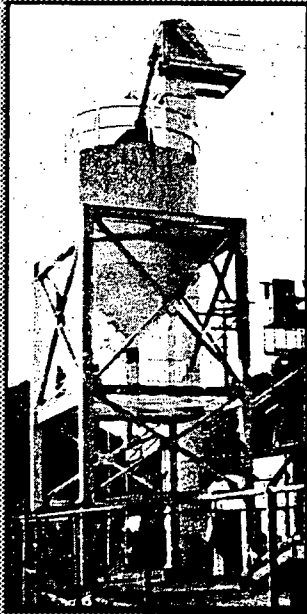
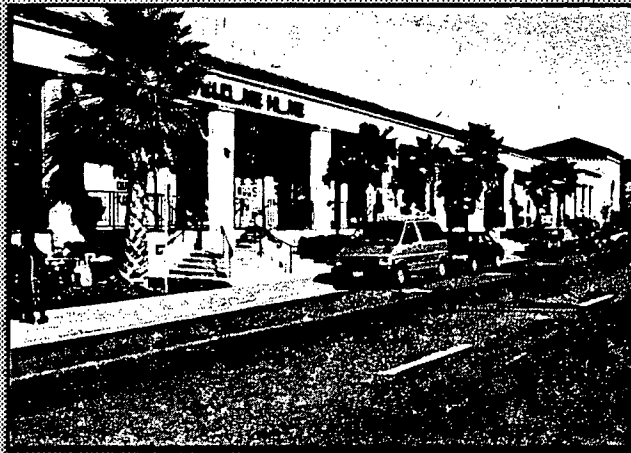
1. The Preliminary West Berkeley Plan Working Draft--December 18,1989;
2. The West Berkeley Plan Preferred Land Use Concept--April,1991;
3. The Draft West Berkeley Plan--November, 1992;
4. The West Berkeley Plan--Fall,1993;
5. The Draft West Berkeley Plan Environmental Impact Report, April,1993, and documents incorporated and referenced therein;
6. The Final West Berkeley Plan EIR, October, 1993;
7. All information submitted to the Planning Commission, the West Berkeley Plan Committee, and/or the Land Use and/or Environmental Subcommittees of the West Berkeley Plan Committee;
8. The Berkeley Master Plan, 1977;
9. The Bay Area--A Region at Risk, Bay Area Council;
10. Projections '92, Association of Bay Area Governments;
11. Historic documentation as set forth on page 124 of the West Berkeley Plan;
12. Preliminary Report by School Building Advisory Committee to Dr. Steele, Berkeley Unified School District, November 18,1991;
13. Updated Water Supply Program Draft Plan and EIS/EIR, East Bay Municipal Utility District, 1992;
14. East Bay Infiltration and Inflow Study, Berkeley, Camp, Dresser & Meeker, Jordan & Montgomery, 1985;
15. Water Quality Control Plan for Inland Surface Waters and Estuaries of California, Regional Water Quality Control Board, 1991;
16. Soils of Alameda County, United States Department of Agriculture Soil Conservation Service, 1980;
17. "Probabilities of Large Earthquakes in the San Francisco Bay Region, California," U.S.G.S. Working Group on Earthquake Probabilities Circular #1053, 1990

18. "Areas of Potential Liquefaction Map," Association of Bay Governments, 1983;
19. Area Designations for State and National Ambient Air Quality Standards, California Air Resources Board, 1992;
20. 1982 Bay Area Air Quality Plan, Bay Area Air Quality Management District, 1982;
21. 1991 Clean Air Plan, Bay Area Air Quality Management District, October, 1991;
22. Toxic Air Contaminant Control Program, Annual Report, Vol. II, Bay Area Air Quality Management District, 1992;
23. Base Year 1987 Emissions Inventory Summary Report, Bay Air Area Quality Management District, October, 1991;
24. Congestion Management Program, Alameda County Congestion Management Agency, 1993

8. Mitigation Monitoring Program

Pursuant to Public Resources Code Section 21081.6, the City has prepared a mitigation monitoring program designed to insure that mitigations required by the EIR to mitigate potentially significant impacts are in fact carried out. The mitigation monitoring program is incorporated into the Final EIR. It is hereby adopted.

WEST BERKELEY PLAN



Final

October 1993

ENVIRONMENTAL IMPACT REPORT

Prepared for:

City of Berkeley Planning Department
2180 Milvia St., Berkeley CA 94704

Prepared by:

Planning Analysis & Development
50 Francisco Street, Suite 140
San Francisco, California 94133

WEST BERKELEY PLAN

FINAL ENVIRONMENTAL IMPACT REPORT

October 1993

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City of Berkeley
Planning Department

by

Planning Analysis & Development
50 Francisco Street, San Francisco, California

West Berkeley Plan Final EIR

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Section 1.	Introduction and Index
Section 2.	Comments
	A. List of Commenters
	B. Comment Letters
Section 3.	Responses to Comments
Section 4.	Mitigation Monitoring Program

Section 1. Introduction and Index

Section 1

Introduction

This Final EIR addresses public comments made on the *West Berkeley Plan DEIR*. Specifically, the body of this Final EIR is organized accordingly:

- Section 2 -** provides a list of commenters along with all of the letters of comment. Each letter is coded, A through N (with O being the public hearings' minutes), and the comments in each letter are numbered along the right margin.
- Section 3 -** details the EIR authors' responses to public and agency comments. These are organized in the same order as the letters in Section 2. If the same topic or issue is raised more than once, subsequent responses are referenced back to the original response. For example, a response might read, "See Response to Comment B-1," (where B refers to Comment Letter B and 1 refers to Comment 1). Any changes in the DEIR text are shown by italics for new text and a "strikeout" mark (e.g., ~~significant~~) for text that has been deleted.
- Section 4 -** is the Mitigation Monitoring Program table for the *West Berkeley Plan*. This provides the City of Berkeley with a framework for tracking and implementing the mitigations for significant impacts of the *Plan*. Mitigations appearing in the table have been revised to reflect changes made to the DEIR text as shown in Section 3.

**Index to Responses to
Comment Letters
on the
West Berkeley Plan DEIR**

Letter Code	Name/Organization	Responses to Comments (Pages)
A	Kit Curtiss, CEQA Coordinator, CALTRANS	3-1 to 3-3
B	Dennis R. Fay, Alameda County Congestion Management Agency	3-3 to 3-5
C	Gail Murray, Alameda-Contra Costa Transit District	3-5 to 3-6
D	Claudia Cappio, City of Albany, California	3-6 to 3-8
E	Denise Johnson, City of Berkeley Community Environmental Advisory Commission	3-8 to 3-13
F	Laurie Bright, Landmarks Preservation Commission	3-13 to 3-19
G	City of Berkeley Transportation Commission	3-19 to 3-22
H	Gary Farber, Urban Ecology, Inc.	3-22 to 3-26
I	Gary Farber, Urban Ecology, Inc.	3-26 to 3-34
J	Chuck Siegel, Sierra Club, San Francisco Bay Chapter	3-34 to 3-35
K	Anthony Bruce, The Berkeley Architectural Heritage Assoc.	3-35 to 3-40
L	Dennis Cohen, Parker Plaza Atrium Office Center	3-40
M	Larry Haydon, Wood Properties	3-40 to 3-41
N	Michael J. Vandeman	3-41 to 3-42
O	City of Berkeley Planning Commission Public Hearing	3-43 to 3-45

Section 2A.

List of Commenters on the *West Berkeley Plan Draft EIR*

The following is a list of those organizations and persons that commented on the EIR. Commenters are listed by affiliation: Comment letters A through G are state and local agencies; Letters H through K are environmental and community organizations, and special districts; and L through N are businesses and individuals.

Comment Letters

West Berkeley Plan DEIR

Letter Code	Organization	Name	Date
A	Department of Transportation	Prestion W. Kelley	June 25, 1993
B	Alameda County Congestion Management Agency	Dennis R. Fay	July 7, 1993
C	Alameda-Contra Costa Transit District	Gail Murray	June 17, 1993
D	City of Albany, California	Claudia Cappio	July 16, 1993
E	City of Berkeley Community Environmental Advisory Commission	Denise Johnson	July 16, 1993
F	Landmarks Preservation Commission	Laurie Bright	No Date
G	City of Berkeley Transportation Commission	No Author	July 22, 1993
H	Urban Ecology, Inc.	Gary Farber	June 24, 1993
I	Urban Ecology, Inc.	Gary Farber	October 18, 1992
J	Sierra Club, San Francisco Bay Chapter	Chuck Siegel	October 18, 1992
K	The Berkeley Architectural Heritage Assoc.	Anthony Bruce	No Date
L	Parker Plaza Atrium Office Center	Dennis Cohen	July 13, 1993
M	Wood Properties	Larry Haydon	July 16, 1993
N	N/A	Michael J. Vandeman	June 23, 1993
O	City of Berkeley Planning Commission Public Hearing	Various	June 9, 1993 June 23, 1993

2B. Comment Letters
Summary of Planning Commission Hearing.

DEPARTMENT OF TRANSPORTATION

BOX 23660
OAKLAND, CA 94623-0660
(510) 286-4444
TDD (510) 286-4454

LETTER A



June 25, 1993

ALA-080-4.58 to 7.33
SCH:92083066
ALA080071

Mr. Nathan Landau, Planner
City of Berkeley Planning Department
2180 Milvia Street
Berkeley, CA 94704

RE: DEIR for the West Berkeley Plan

Dear Mr. Landau:

The California Department of Transportation (Caltrans) has reviewed the above referenced document and forwards the following comments:

Clarification of Improvement Funding

On page 4B-3, the DEIR incorrectly states that "Caltrans the agency that pays for the maintenance and improvements on San Pablo Avenue, is planning to increase capacity on the arterial..." The State only pays to maintain the existing system and to mitigate impacts of its own developments. Other project proponents in the West Berkeley corridor should pay their share of future improvements. We would suggest changing the statement to "Caltrans, the agency which owns, operates, and maintains this conventional State route, is planning as part of the I-80 improvement project to increase capacity on the arterial..." This would be consistent with the statement made on page 4B-15.

A - 1

Coordination With I-80 Improvement Project

The City of Berkeley has a cooperative project with Caltrans to build a new on-ramp from Bay street/Ashby Avenue to East Bound I-80. This planned project provides for the closing of the Potter Street on-ramp, in Berkeley, after the construction of the new on-ramp. The DEIR fails to address how these changes may impact the West Berkeley Plan. Continued coordination is encouraged regarding both projects.

A - 2

Increased Rail Demand and Intermodal Coordination/Separation

As stated on page 4B-27, the frequency of Rail passenger service along the Capital Corridor Route is projected to increase. This is also a critical freight corridor. The Alameda-Contra Costa Rail Corridor Consolidation Study projects that "through freight operations, primarily serving the Port of Oakland, could increase up to 30 percent over current levels by the Year 2000." We recommend that the environmental document include a discussion of possible grade crossing improvements (especially at Gilman Avenue).

A - 3

Traffic Analysis

On page 4B-6, it states that "Four of sixteen intersections studied in planning level detail operate at LOS E or F during the p.m. peak hour for the 1986 base year; Eastshore/Gilman, I-80 SB/Gilman, West Frontage/Ashby, and I-80 SB/Ashby." All of these intersections are adjacent to Interstate 80 and play key roles in the operation of that facility. We recommend that the analysis begun in Table 4B-7, page 4B-36 (Freeway Ramp Volumes), be expanded to include AM and PM peak hour, and Average Daily Traffic volumes. These data sets should be displayed in a set of line diagrams showing "Existing plus project" and "Existing plus project plus cumulative traffic" scenarios.

A - 4

Table 4B-4 (Future Levels of Service at Key Study Intersections), shows that the demand at the Ashby/San Pablo intersection, at year 2005, will be at double existing capacity (V/C ratio of 2.03) and will require mitigation. However, Table 4B-6 shows operational improvements of optimized signal timing and no additional improvements needed. Further confusion is added regarding the analysis and plan for this intersection on page 4B-15 where it is stated that "The City has requested that Caltrans evaluate the feasibility of: 1)widening the San Pablo/Ashby intersection by providing a westbound left turn pocket;..." These statements should be clarified in the Final EIR.

A - 5

Bicycle and Pedestrian Safety and Circulation

On page 4B-26 Mitigation 1 of Impact 4, it is stated that "The City should support the provision of improved bicycle and pedestrian facilities such as bike lanes, overcrossings (such as over the freeway at University)". Caltrans would be very interested in coordinating with the City on the design of these facilities. We would appreciate receiving a copy of the Berkeley Bicycle Facility Study when it is completed.

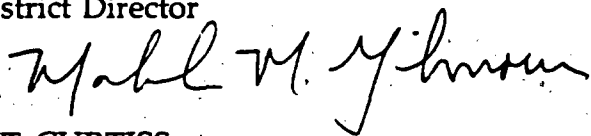
A - 6

We appreciate the opportunity to review and comment on this project. If you have any questions regarding the above comments, please contact Linda Wells of my staff at (510) 286-5546.

Sincerely,

PRESTON W. KELLEY

District Director

by 

FOR KIT CURTISS
CEQA Coordinator

- cc: Mike Chiriatti, State Clearinghouse
- Susan Pultz, MTC
- Sally Germain, ABAG
- Dennis Fay, Alameda CMA



LETTER B
**ALAMEDA COUNTY
CONGESTION MANAGEMENT AGENCY**

July 7, 1993

Nathan Landau
City Planning Department
2180 Milvia Street - 2nd Floor
Berkeley, CA 94704

Subject: **Draft EIR for the West Berkeley Plan**

Dear Nathan:

Thank you for the opportunity to comment on the Draft EIR for the West Berkeley Plan.

As you know, the City of Berkeley is a member of the Alameda County Congestion Management Agency (CMA). The Berkeley City Council adopted Resolution #56,693 n.s. on September 29, 1992 establishing guidelines for reviewing the impacts of local land use decisions consistent with the Alameda County Congestion Management Program (CMP). This resolution establishes a threshold for submitting projects to the CMA and analyzing their impact on the CMP roadway network. This threshold is 100 additional pm peak hour trips above that assumed in the year 2000 baseline for each jurisdiction. Because this project effectively reduces land use potential compared with existing zoning, it appears that it will not generate at least 100 additional pm peak hour trips above the baseline for the City of Berkeley. However, implementation of the plan will have significant traffic impacts on the local and regional transportation network. The Draft EIR (page 4B-20) states that implementation of the Plan will increase year 2005 vehicular trip generation by approximately 950-1,050 pm peak hour trips over existing conditions. The increase in trip generation is projected to result from the addition of approximately 1.55 million square feet of industrial, commercial, and office development.

The following are concerns of the CMA regarding the project which should be addressed in the Final EIR:

1. Potential impacts of the project on the CMP designated roadway system. (See 1991 CMP, Chapter 2). The CMP designated roadways in the vicinity of the project are San I-80, Pablo Avenue, University Avenue, and Ashby Avenue. *It would be helpful to note in the Final EIR that these roadways are part of the CMP designated roadway system.*

B - 1

2. Potential impacts of the project on CMP roadway levels of service. (See 1991 CMP, Chapter 3). The CMP roadway level of service standard is LOS E for designated roadways except those that exceeded LOS E at the time the CMP was adopted (October 24, 1991) - these roadways are "grandfathered in" at the existing LOS. *The Draft EIR analyzes the change in LOS from 1992 to 2005 at several intersections along the designated roadway system. Because the EIR analyzes traffic impacts at the year 2005, we are unable to determine if LOS standards will be exceeded by the year 2000 - the CMP horizon year for land use analysis. For purposes of this letter, the year 2005 forecasts will be addressed as if they represent traffic volumes in the CMP horizon year. Alternatively, you may wish to provide year 2000 projections in the Final EIR.*

B - 2

Based on the EIR traffic analysis, it appears that the project will generate less traffic than would be generated by existing zoning and general plan. The CMA is concerned that several intersections (shown in Table 4B-4) are projected to exceed the LOS standard unless mitigations are implemented. Even if mitigations are implemented, two intersections (shown in Table 4B-6) will exceed the LOS standard. According to the CMP, designated roadway segments must either meet the LOS E standard or a Deficiency Plan must be developed. It would be helpful to summarize the results of the traffic analysis as it affects the CMA designated roadway network, particularly the nearby freeway segments, in the Final EIR. Compliance with LOS standards should be monitored closely and included in a mitigation monitoring program for the project.

We are CMA
monitor
segments

Do the
when
project
come
close

3. Adequacy of project mitigation measures. On February 25, 1993, the CMA Board adopted three criteria for evaluating the adequacy of EIR project mitigation measures, as follows:

- Project mitigation measures must be adequate to sustain CMP service standards for roadways and transit;
- Project mitigation measures must be fully funded in order to be considered adequate;
- Project mitigation measures that rely on state or federal funds directed by or influenced by the CMA must be consistent with the project funding priorities established in the Capital Improvement Program (CIP) section of the CMP.

B - 3
Program EIR
when
needed

It would be helpful to indicate in the Final EIR the adequacy of proposed mitigation measures relative to these criteria. In addition, the City of Berkeley may wish to consider a transportation impact fee, or other condition, on new development to help fund anticipated roadway improvements.

4. Potential impacts of the project on CMP transit levels of service. (See 1991 CMP, Chapter 4). Transit service standards are 15-30 minute headways for bus service and 3.75-15 minute headways for BART during peak hours. *The Draft EIR notes the increased demand for transit generated by the project (page 4B-25). The EIR indicates that this demand may require additional expenditures by AC Transit that may not be included in programmed expansions, including new transit vehicles, new routes and stops, and new shelters. The two proposed mitigation measures (page 4B-26) would help to alleviate this transit level of service impact but may not result in improved transit service. The City of Berkeley may wish to consider a transportation impact fee, or other condition, on new development to help fund anticipated transit improvements. The Final EIR should address these issues in the context of the CMA's policies, as discussed in Item #3 above.*

B - 4

5. Potential impacts of the project on trip reduction measures. (See 1991 CMP, Chapter 5). The City of Berkeley has adopted a Trip Reduction Ordinance (TRO) that provides for mechanisms to encourage ridesharing, flextime, transit, bicycling and other means of reducing peak

B - 5

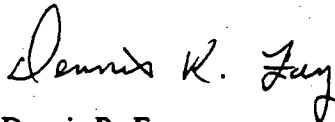
hour traffic trips. *The Draft EIR includes Mitigation Measures 2C and 2D that call for reducing peak hour trips and reducing the intensity of development, respectively. The CMA endorses such a coordinated approach, in conjunction with roadway and transit improvements, as a means of attaining acceptable traffic levels of service. As a condition of project approval, you may wish to consider additional TDM measures that would further reduce the project specific impacts noted in Item #2 above.*

6. Feasibility of funding roadway and transit improvements. The CMP establishes a Capital Improvement Program (see 1991 CMP Chapter 7) that assigns priorities for funding roadway and transit projects throughout Alameda County. The improvements called for in the proposed project should be consistent with the CMP Capital Improvement Program. *The Draft EIR does not discuss potential sources of funding for proposed roadway and transit improvements called for in the West Berkeley Plan and EIR. The Final EIR should discuss the feasibility of funding these transportation improvements. The CMA is concerned about the limited amount of State and Federal resources to fund these and other improvements in Alameda County. The assumption inherent in this project, and in many other projects, that funding will be available from other sources must recognize that State and Federal funding is severely limited. The Final EIR should discuss the likelihood of transportation improvements in light of this lack of funding.*

B - 6

If you have any questions, please feel free to call me or Chandler Lee at #510-785-2710.

Regards,



Dennis R. Fay
Executive Director

cc: Mahendra Patel, Chandler Lee, Alameda County CMA
Susie Sanderson, City of Berkeley

June 17, 1993

Mr. Nathan Landau
City Planning Department
City of Berkeley
2180 Milvia Street
Berkeley, California 94704

Subject: Comments on the Draft Environmental Impact Report for the West Berkeley Plan (April 1993)

Dear Mr. Landau:

Thank you for including AC Transit in the review process of the Draft Environmental Impact Report for the West Berkeley Plan. Staff has reviewed the document and has the following comments:

- o Existing transit service. In addition to the transit service mentioned in the Draft report (page 4B-16), AC Transit currently provides local service to the project area via lines 52 (San Pablo Avenue and Cedar Street), 9 (Gilman Street and 6th Street), and Z (Transbay service). C - 1
- o Increased transit service in response to parking deficiencies and rail passenger services. It is the responsibility of the project sponsor to supply the funding for additional transit services if the requests for additional transit services are not included in any programmed expansions for AC Transit. C - 2
- o Traffic control devices and bus stops. Design plans for any planned traffic control devices and bus stops should be submitted to AC Transit for review to determine if the devices and bus stops are warranted and will impact any existing and planned transit service in the project area. C - 3
- o Increased parking fees. AC Transit agrees that higher parking fees will mitigate increased traffic congestion (page 5-25). This measure would facilitate reliance on existing transit service and reduce additional traffic congestion in the project area. C - 4
- o Re-directed Project development fees. AC Transit suggests that, if developer fees from project sponsors can be used to pay for traffic improvements, then these fees can be applied to increased District services. This argument is supported by the mitigation measure to re- C - 5

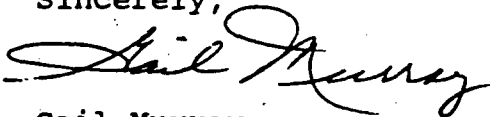
direct Project development fees from required parking improvements to fund increased transit service (page 5-26).

- o Shuttle buses to BART stations. AC Transit advises against the use of Project development funds to create employee shuttle services to BART stations. This recommendation tends to further balkanize an already bifurcated transportation system. It would be more beneficial to use the developer fees to improve existing transit services. C - 6

- o Transportation Management Agencies (TMAs). As stated, AC Transit does not recommend the development of employee shuttle services to BART. The District, however, is willing to assist local TMAs in the proposed expansion of existing transit services in the project area. C - 7

The District is available to work with city staff to ensure that transit needs are addressed. If you have any questions or comments, please contact Tina Konvalinka, Senior Planner, at (510) 891-4754.

Sincerely,



Gail Murray
Acting Assistant General Manager
Service Development and Marketing

cc: Tina Konvalinka

ref:dbk1:wberkeir.com



City of Albany

LETTER D

1000 SAN PABLO AVE. • ALBANY, CALIFORNIA 94706-2295

July 16, 1993

FAX (510) 524-9399

CITY COUNCIL
(510) 528-5720

CITY
ADMINISTRATOR
(510) 528-5710

BUILDING
INSPECTOR
(510) 528-5767

CITY ATTORNEY
(510) 524-9205

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& COMMUNITY
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(510) 524-9283

SENIOR SERVICES
848 Masonic
(510) 524-9122

City of Berkeley Planning Department
2180 Milvia Street
Berkeley, CA 94704
ATTN: Nathan Landau

RE: City of Albany Comments Concerning Draft Environmental
Impact Report for the West Berkeley Plan.

Dear Nathan:

This letter outlines and describes the City of Albany's comments about the Draft EIR for the West Berkeley Plan. My comments will be focused on the most important information and issues which may affect Albany. I appreciate this opportunity to comment on this draft document. I also want to thank you for your efforts to keep the City informed and be a part of this planning process to date.

1) Chapter 4b - Transportation.

a) General Comment: Why was the AM peak not included in the study? Was there an assumption made in the traffic D - 1 study that the AM peak was not significant?

b) Page 4b-19: The condition of "potentially significant" being measured at LOS D/E is not very accurate or descriptive. Standard practice calls for any intersection falling below LOS D to be unacceptable due D - 2 to traffic volumes near capacity, unstable flow and major delays and stoppages at intersections. From the City of Albany's viewpoint, this descriptive term "potentially" should be dropped, because at LOS D/E, it is already significant. Perhaps a measure of increasingly worse levels of significance could be incorporated into your threshold system.

c) The City of Albany is particularly interested in the Gilman/Eastshore Highway because it provides the only D - 3 existing access point for approximately 15 acres of land presently zoned for commercial/service and light industrial district purposes within Albany's city limits. Presently, the intersections in this area are all uncontrolled, and there are major operational and traffic safety problems. This situation severely restricts future planning efforts in both cities where new

The City of Albany is dedicated to maintaining its small town ambience, responding to the needs of the community, and providing a safe, healthy environment now and in the future.



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development may generate more trips.

We suggest that a mitigation measure be added to the EIR that would require a more comprehensive and specific study of this area, and outline major and minor physical and signalization improvements prior to any further development in either City. Such a study would provide the information necessary to establish agreed upon improvements. This agreement, in turn, could provide the basis for a traffic mitigation fund being set up to pay for the improvements, possibly on a fee/new trip basis.

D - 4

Without this higher level of information, future planning efforts will be severely impeded. A more detailed, longer range look is necessary at this stage in order to avoid repeating the case-by-case practices of the past that have resulted in the existing conditions. Funds required for such a study could be reimbursed through a traffic mitigation fee as well. We welcome the opportunity to work with the City of Berkeley further in improving the traffic safety and operations in this area.

D - 5

2) Chapter 4C Urban Design/Visual Quality. The City of Albany has developed a set of formal design guidelines for the San Pablo Avenue Corridor. These guidelines establish design standards and requirements for both new development and re-development in our portion of the San Pablo Avenue corridor. We encourage you to review these guidelines and coordinate your own standards and concepts and the Albany/Berkeley junction of San Pablo. (Guidelines attached.)

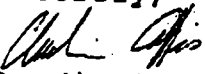
D - 6

3) Chapter 4I Hazardous Materials. Mitigation 1 (page 4I-14) contains an important requirement to undertake a comprehensive, map based inventory for hazardous materials. However, there is no time frame included. It is important to establish a deadline for this mitigation within the overall framework of implementing the West Berkeley Plan.

D - 7

Please feel free to call me at (510) 528-5760 if you have further questions about any of these comments. I look forward to your responses.

Sincerely,


Claudia Cappio
Planning Director

cc: City Council
Planning and Zoning Commission

City of Berkeley

LETTER E



Community Environmental Advisory Commission
Civic Center Building
2180 Milvia Street
Berkeley, California 94704

TEL: (510) 644-6644
FAX: (510) 644-6035

MEMORANDUM

July 16, 1993

To: Nathan Landau, City Planning
From: Community Environmental Advisory Commission
Subject: WEST BERKELEY DEIR

1. (4H7) - DEIR presumes earthquake risk of 6.2 quake or greater and mitigation is the application of Uniform Building Code Seismic Zone for standards. We ask that City staff ensure UBC zone for standards are adequate for conditions of liquefaction present in significant areas of W. Berkeley. There is particular concern for proximity to uses which include hazardous materials. E - 1
2. (No page number) - Add to the "setting" section of DEIR: Disclosure of the existence of and location of jet fuel pipeline to all permit applicants. E - 2
3. (4I26 HazMat Impact 7) - Make explicit in EIR that development of Pollution Prevention Policies that reduce the use of hazardous & toxic materials are a mitigation in any and all elements of EIR referring to build out. ie. the cumulative effects of greater density of mixed uses which will result in a higher usage & presence of hazardous & toxic material and thus a greater risk of accidents, public health exposure, etc, can be mitigated by pollution prevention activities. E - 3
4. As mitigation to higher density of mixed uses including hazardous materials use, encourage the City to develop (access to) on site air testing capability in coordination with other response agencies (to enable the immediate identification of hazardous material or condition during an accidental release. E - 4
5. EIR & WBAP make reference to increase in residential household density including live-work expansion. This additional burden on West Berkeley's solid and hazardous waste generation can be further mitigated by instituting a source reduction public education program, including but not limited to, "point-of-sale" consumer information, encouraging substitutions and recycling information to reduce consumer purchase and use and discarding household hazardous materials. E - 5



Telecommunications Device for the Deaf - (510) 644 6915

WEST BERKELEY DEIR

July 16, 1993

Page -2-

6. (4J12-13 Mitigation) - City has adopted a policy restricting use of cement manufactured kilns which burn hazardous waste by its own contractors. City could provide information to contractors at the permit counter of the possible hazards of using cement impregnated with hazardous waste. E - 6
7. (4B Transportation) - a). Additional auto parking transportation is recommended as a mitigation for expected traffic increase, yet increasing available parking tends to increase not decrease the influx of cars. E - 7
b). It seems more likely that market-based (paid) parking would provide an incentive for transit use. E - 8
8. (4B) - DEIR recommends increased parking for restaurant uses be 5 times greater than for other uses. This is inconsistent with WBA Plan policies to maintain or reduce the auto parking requirement for new uses. E - 9
9. (4B27 Impact/4 Mitigation) - It is unlikely that streets at automobile capacity would be designated for bike lanes but this mitigation is inconsistent with the City's and the plans policies to reduce automobile use and provide incentives for non-automobile travel. This should not be listed as a mitigation and should be removed from the document. E -10

Denise Johnston

Denise Johnston, Secretary, CEAC

To Planning Commission
 from Landmarks Preservation Commission
 re: West Berkeley Area Plan EIR

At the June 7th meeting of the Landmarks Preservation Commission the following comments were passed to be forwarded to the Planning Commission.

Goal # 7, as it is currently written, seems to subordinate Historic Preservation Goals to other plan goals. It is unclear whether this was the intention of the writer, but the language suggests that historic preservation should be carried out only if it does not interfere with other plan goals, policies or permitted uses. This not only is inconsistent with the stated general purposes of the plan ie: " This plan in a sense is a preservation plan "; it is directly contradictory to long standing city policy and inconsistent with existing general plan. It is true that many planners and citizens mistakenly regard Historic Preservation as an obstruction to economic development. Berkeley's Downtown Plan and Main St. program have resulted in millions of dollars of private investment in historic buildings. Likewise in West Berkeley, many historic sites have been redeveloped for new uses providing much needed job opportunities and a growing tax base. *Historic Preservation that is integrated with economic development should be the goal we strive for.*

There are federal, state, and local laws and regulations that apply to projects that impact historic resources. While the discussion mentions some of these, it leaves the reader with the impression that the application of these laws and regulations is optional . This is not the case. These laws mandate processes that are to be used to implement historic preservation goals . There needs to be a clearer and more complete discussion of these regulatory processes in the EIR.

The Non Residential Demolition Ordinance requires that any permit to demolish a non-residential building that is over 40 years old be reviewed by the Landmarks Preservation Commission . The LPC may initiate the structure for landmark status. It is therefor possible that an application for a demolition permit that had been requested could be suspended, making a project infeasible due to delay. Projects that affect sites that are on the National Register of Historic Places and utilize federal funding, may have to be modified significantly to mitigate any adverse effects on these sites.

The Governor of California in 1992 signed executive order #w-26-92 . It requires all state agencies to identify and safeguard the historic resources under their control. Since the University of California has acquired and will likely continue to acquire properties in West Berkeley there is the potential that some of these projects could impact on historic sites in West Berkeley. There is no stated policy on how the city might help mitigate these potential impacts. Since the University is not required to adhere to local zoning the absence of such a policy could adversely affect historic sites. In the past bilateral agreements between the University and the city have been used to partially mitigate impacts on city resources perhaps they could also be used in the case of adverse impacts on the city's historical resources caused by U.C. development.

Recent court decisions relating to the Federal Historic Preservation Act of 1966 broaden the interpretation of the regulations under the section 106 process. Projects undertaken by federal agencies and private projects that utilize federal funding to are required to mitigate impacts to sites on, and eligible to be placed on, the National Register of Historic Places. There should be a discussion in the EIR of the how the city intends to implement these recent changes in the law. Clear polices to implement these interpretations could significantly lessen the potential for adverse impacts on historic properties from development.

The criteria used by the city Landmarks Preservation Commission in the designation process are clear and explicit in the Landmarks Preservation Ordinance section 3.24.110 A,B; therefore it would not necessarily be desirable to change them. Likewise the standards used to analyze alterations to designated sites during the design review process are; The Secretary of the Interior Guidelines for the Rehabilitation of Historic Structures, and the State historic Building Code. These standards are not optional. They are currently mandated by local and state laws respectively.

While most of the properties in the study area have been looked at and cataloged, the detailed research necessary to determine their historic significance has not been done. West Berkeley is the oldest section of the city and many significant structures still exist that have not been designated. Because of lack of funds Berkeley has relied heavily on the Berkeley Architectural Heritage Association to do the extensive research necessary for the designation process. This is a private volunteer organization and the city should not assume that this organization will continue to provide this valuable service without compensation. Equivalent services from qualified consultants could cost 100 to 200 dollars an hour. At an average of 20 hours of research per application the cost to the city could be considerable. There needs to be a discussion of how the city could deal with these issues as they may impact adversely on the city's ability to process permits for projects on sites listed on the State Historic Resources inventory.

In summary, Goal # 7 needs to be rewritten to reflect the reality of Preservation law and existing city policies. One suggestion could be that *"Historic Preservation goals should be integrated with other plan goals. If conflicts occur, preservation goals should be balanced against conflicting goals, and solutions found that serve the community best."*

The city should make certain that there is funding adequate to carry out preservation planning and programs. References to "clear or new criteria" should be deleted from the plan until the city council, with advise from the LPC, establishes the need to change existing criteria.

Berkeley has long standing public policies in support of Historic Preservation and an ordinance that is recognized nationally as a model of local preservation law. The West Berkeley Area plan provides a proper emphasis on preservation in the general language. It needs the same commitment to historic preservation in the details of its Goals, policies and implementation as well.



Laurie Bright, Chair,
Landmarks Preservation Commission

WEST BERKELEY PLAN AND ENVIRONMENTAL IMPACT REPORT (EIR) (1 hours)

The Transportation Commission approved the following recommendation to the Planning Commission and the City Council:

The Transportation Commission recommends to the Planning Commission and the City Council that the *West Berkeley Plan* EIR be certified subject to satisfactory responses to the following comments on the EIR:

- 1. 9th St. extension--If 9th St. is opened between Heinz and Ashby, what impact will traffic on 9th St. have on the proposed 9th St. bike route? What is planned for physically reconstructing 9th St. north of Heinz? G - 1
- 2. Parking structures--The EIR at p. 4B-16 suggests the possibility of parking structures in West Berkeley. The development of any parking structures will increase traffic and is counter to the goals of the Plan to reduce auto use. G - 2
- 3. AC Transit--The City should work with AC Transit to get them to reroute buses to better serve West Berkeley, and to subsidize free transit service in West Berkeley. G - 3
- 4. Alternate modes for residents--The EIR discusses alternate transportation modes (besides driving alone) for workers, but makes no such proposals for West Berkeley residents. G - 4
- 5. Order of mitigations for cumulative traffic increases--Measures to reduce trips and transportation demand management strategies should be the first mitigation for traffic increases; street widening and other capacity improvements should only be done (if at all) as lower priority mitigations. G - 5
- 6. Effect of residential designation--The EIR failed to address the gentrifying (price increasing) effect of redesignating areas from Manufacturing and Special Industrial to Mixed Use/Residential. The use of the term "residential" makes these areas more appealing to affluent buyers. G - 6

MSC: Goldstein/Boverhuis. AYES: Boverhuis, Goldstein, Jaramillo, Outwater, Resnik, Turner. NOES: None. ABSTAIN: Clark.

Meeting adjourned at 10:55 p.m.

Contact Person: Tim Stroshane, Acting Secretary, 2180 Milvia Street, Room 206, Phone 644-6534.

**CITY OF BERKELEY
REGULAR TRANSPORTATION COMMISSION MEETING**

July 22, 1993
Thursday, 7:00 P.M.

West Berkeley Senior Center
1900 Sixth Street
Berkeley, CA 94710

ACTION MINUTES

The meeting was called to order by Commission Chair Hank Resnik at 7:10 p.m.

ROLL CALL: PRESENT: Boverhuis, Clark, Resnik, Goldstein, Jaramillo, Outwater, Turner. ABSENT: Cohen, Jaeger.

ACTION MINUTES for regular meeting of May 20, 1993, and special meeting of June 10, 1993 were approved, Goldstein and Outwater abstaining.

ALAMEDA COUNTY BICYCLE ADVISORY COMMITTEE PROJECT SOLICITATION

No action was taken by the Transportation Commission to set a date for a meeting of the Bicycle Subcommittee to develop bicycle projects for the next TDA, Article 3, funding cycle in Alameda County. Staff will arrange a meeting with subcommittee members Hank Resnik, Michael Clark and David Cohen as soon as possible.

DESIGNATE TRANSPORTATION COMMISSION REPRESENTATIVE TO THE BOARD OF BERKELEY TRIP

The Transportation Commission unanimously approved the following motion:

The Transportation Commission appoints Hank Resnik to represent the City of Berkeley Transportation Commission to the Policy Steering Committee of Berkeley TRiP, the Commute Store.

MSC: Turner/Boverhuis.



URBAN ECOLOGY

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(510) 549-1724
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LETTER H

June 24, 1993

Members, Berkeley Planning Commission,
West Berkeley Plan Committee, and
Nathan Landau, Planner
Advance Planning Division
City of Berkeley
2180 Milvia St.
Berkeley, CA 94704

Project: The WEST BERKELEY PLAN

**Subject: RESPONSE TO THE DRAFT ENVIRONMENTAL IMPACT
REPORT**

Dear Mr. Landau and Commission Members;

Urban Ecology has reviewed the draft West Berkeley Plan and the draft
EIR. Below are listed policy and factual issues pertaining to the Plan's
DEIR. We would appreciate your consideration in addressing these issues
in both the Final EIR and the draft Final Plan.

H - 1

SUMMARY OF MAJOR ISSUES

Urban Ecology submitted a letter to you dated October 18, 1992
concerning the draft West Berkeley Plan and forthcoming plan DEIR. We
are disappointed because the DEIR fails to address most of the concerns
raised in our previous correspondence (see copy of Oct. 18, '92 letter
attached). Briefly, the DEIR does not adequately address the following
issues:

- How proposed land use types, densities, and their proposed locations affect transportation mode choices and resulting impacts on air quality, noise, etc.
- How the amount and type of auto parking provision (individual development on-site versus district parking) and parking fees (or lack thereof) affect land consumption, auto use patterns, urban design and pedestrian impacts, and resulting transportation mode choices and their impacts on air quality, noise, etc.
- Identification of possible policies to create "green corridors" along restored creeks as a way to address both environmental restoration and new open space resources.

SPECIFIC CONCERNS WITH THE DEIR'S ANALYSIS OF THE PLAN

LAND USE. This section of the DEIR fails to address one of the most important aspects of this plan: The appropriateness of the Plan's proposed locations of various types and densities of land uses. Urban Ecology suggests that the Plan would be more compatible with its own stated goals, as well as with City and regional policies, if modified as follows:

H - 2

- Cluster new commercial development and higher density housing around key transit corridors and nodes, especially San Pablo Ave. and University Ave.
- Favor local-serving retail and service businesses over new traffic-inducing regional retail centers.
- Keep new family housing further away from the I-80 freeway.

Given the strong consensus in the recent General Plan update workshops that higher density housing and light rail service should be encouraged along Berkeley's major arterials, how can the land use elements of the proposed plan be enhanced to help achieve these goals? Urban Ecology would like to see development of most new retail space, and all new office space that is not part of an industrial-type facility, to be reserved for properties fronting on the arterials served by public transit, with particular emphasis on San Pablo and University Avenues. In addition, the zoning along University and San Pablo ought to allow and encourage greater amount of residential construction (such as by increasing the allowed commercial area one square foot for each two sq. ft. of residential space built either on-site or within a prescribed zone), and provide greater latitude as to where residential occupancies may occur on the site. The Air Quality section says that residential areas are "sensitive receptors", but does not indicate whether the plan's location for new housing near the freeway is expedient or not.

TRANSPORTATION. To be consistent with the Plan's stated goals, as well as City and regional policies, the Plan should be modified to:

H - 3

- Limit new automobile parking, ban individual development on-site parking, and impose market-based, equitable pricing for parking.
- Support the restoration of light rail train service on San Pablo Avenue as soon as possible, not just with a declaration of support, but by supporting the type of development that will make train service practical in this corridor (see land use above).

In addition, here are some technical concerns regarding Transportation in the DEIR:

H - 4

Impact 1a, Mitigation 2: Stop signs cause additional air and noise pollution, and do not reduce peak vehicle speeds. Therefore stop signs are not a preferred method of reducing average vehicle speeds. Speed humps, narrower lanes, and more street trees perform this function better. Also, full barriers are only acceptable if they allow for bike passage (i.e. "auto filters").

Impact 2a, Mit. 1: The idea of imposing a parking requirement for restaurants that is up to 5 times greater than that for other commercial uses is ridiculous. Commercial uses are not static, and restaurants often fail. If the next use is not a restaurant, the site will have a great many extra parking spaces, inducing auto dependence and wasting land. This is one of many reasons that individual developments should not provide on-site parking. Any auto parking increases in the area should be provided in district parking, for the reasons noted in item 14.1 of the attached letter.

H - 5

Impact 3, Mit. 2: Park-and-ride lots may reduce auto traffic at particular destinations, but they do nothing to reduce regional traffic, pollution, energy consumption, or local traffic at the other

H - 6

end of the trip! By the same reasoning, Berkeley would not want to encourage other cities in the region to build generous auto parking facilities (in park-and-ride lots or otherwise) because this results in more Berkeley residents to drive to these destinations, creating more Berkeley traffic and smog.

Impact 4, Mit. 1: The plan presently calls for each commercial development to supply its own on-site auto parking. Creating a series of parking lots and driveways is not compatible with creating a pleasant and safe environment for pedestrians and bicyclists.

H - 7

Impact 4, Mit. 2: Proposed mitigation says that auto parking and travel lanes should not be considered for bike lanes. This implies that auto access has a higher priority than bike access, which Urban Ecology objects to, and which is not supported by any City policy.

H - 8

Impact 6, Mit. 2: Proposed mitigation calls for operational improvements, street widening, and new roadway connections to deal with unacceptable intersection LOS. None of these measures has been proven to improve traffic flow in the long run, as "improvements" to the auto circulation system tends to encourage more auto usage¹. Road "improvements" are not mitigations, and should be omitted from the EIR.

H - 9

Impact 6, Mit. 5: Reducing the scale of development is not the solution to increasing traffic. Reduced urban densities simply result in greater distances to travel, increasing reliance upon automobiles², and resulting in more land consumption. Auto traffic will be reduced by building higher density residential and commercial development in neighborhoods that encourage pedestrian and bike access, are well served by public transit, and that don't cater to mass auto dependence.

H -10

HYDROLOGY.

Impact 1, Mit. 1: A) Consider the imposition of a tax (by the City or preferably by the County) on all or most products that typically result in non-point source creek and Bay pollutants. The tax level would be based on the costs of running a clean-up program, including education and enforcement, and would vary by the relative harm caused by each taxable product. Granted the Plan cannot impose this tax; however, it can recommend it to the City and County as an alternative to the parcel tax that was recently imposed.

H -11

B) As motor vehicles are a large source of non-point source pollutants for which clean-up is difficult at best (motor oil, tire dust, engine exhaust, asbestos, etc.), reduction in motor vehicle VMT ought to be a primary mitigation.

H -12

¹ "Does Free-flowing Traffic Save Energy and Lower Emissions in Cities?", P.W.G. Newman, J.R. Kenworthy, T.J. Lyons, *Search* Sept./Oct. 1988. The authors' analysis of several cities has determined that implementing measures designed to promote "free-flowing traffic does not lead to savings in fuel or time, or lowering of emissions in a city overall." This is because these measures induce more dependence upon the auto.

"The fact that gasoline use also declines with decreasing road provision and increasing congestion goes against the broad policy assumption that energy can be saved by making the road system more generous and free flowing for vehicles to operate in a more optimally fuel-efficient way". from *Cities and Transport Energy: Lessons From a Global Survey*, J. Kenworthy and P. Newman, *Elastics*, Sept/Oct. 1990.

² According to a study by the Natural Resources Defence Council and the Sierra Club, "as the housing, population and commercial densities and transit service decrease, the Vehicle Miles Traveled (VMT) per capita and per household increase." The study, which analyzed driving patterns in five distinct neighborhoods in the Bay Area, found that "halving the average density would likely increase average mileage by 167 to 186 percent". *Explaining Urban Density and Transit Impacts on Auto Use*, John Holtzclaw, Ph.D., NRDC & Sierra Club, April 19, 1990.

HAZARDOUS MATERIALS.

Impact 6 & 7: Consider the imposition of a tax or deposit fee on hazardous products, to pay for clean-up programs, to eliminate the economic incentive to illegally dump hazardous materials, and to provide an economic incentive to use more benign products.

H-13

AIR QUALITY. The section on Toxic Air Pollutants lists companies that are known to emit toxics, and the fact that they all fall within BAAQMD's Level O. Might there be synergistic affects from the combination of emissions from these various sources that would increase the cancer (or other health) risk?

H-14

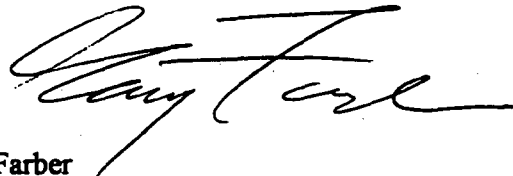
Impact 7, Mit. 1: The DEIR states that the recommended mitigations probably not reduce motor vehicle emissions to a level of insignificance. Add a mitigation that is proven to work, and one that many transportation policy experts believe is most effective: eliminate subsidies to auto users.³

LAND USE/PARKS & RECREATION/HYDROLOGY. To help restore the area's creeks and adjacent lands to ecologically healthy open space, consider incorporating the idea developed by Richard Register of "restoration development". This works by giving private property in an identified restoration zone (such as along the creeks) a density credit that can only be used in a location deemed appropriate for higher density development (such as along San Pablo Ave.). This density credit is valid only if the land in the restoration zone is restored and deeded to the City (or other approved public interest agency). The owner of property that is restored and donated may use the credit directly on a qualifying property, or may sell the credit to another party at market prices.

H-15

Thank you for your consideration of the above points in completing the environmental analysis of the West Berkeley Plan and in evaluating the merits of particular policies toward making West Berkeley healthier (for the residents and for the planet) and more enjoyable.

Sincerely,



Gary Farber

For question and comments, please contact: Gary Farber h) 845-5769 w) 464-8087 or write to the above address.

³ Robert Johnston, professor of environmental studies at the University of California at Davis: "...we have to quit subsidizing the automobile. Our gas taxes don't begin to cover the costs of building roads and highways and providing policing and maintenance." Professor Johnston suggested increased gasoline taxes, peak-hour freeway tolls, and employee and shopper parking charges as methods to get drivers to pay costs that are now subsidized. from: *Road Kill Redux*, Harold Gilliam, S.F. Chronicle, Oct. 28, 1980

October 18, 1992

Members, Berkeley Planning Commission,
West Berkeley Plan Committee, and
Nathan Landau, Planner
Advance Planning Division
City of Berkeley
2180 Milvia St.
Berkeley, CA 94704

Project: The WEST BERKELEY PLAN

Subject: QUESTIONS AND CONSIDERATIONS FOR THE PLAN AND
RELATED ENVIRONMENTAL IMPACT REPORT

Dear Mr. Landau and Commission Members;

Urban Ecology has reviewed the Draft West Berkeley Plan. In general, the plan goals are appropriate; they should lead to innovative and beneficial new policies. However, we are concerned that certain important land use strategies and other important aspects of the Plan are not only inconsistent with the Plan goals, but are inconsistent with Berkeley and regional transportation and environmental goals. Urban Ecology believes that the major focus of the Plan should be:

- Clustering of new commercial development and higher density housing around key transit corridors and nodes.
- Favoring local-serving retail and service businesses over new traffic-inducing regional retail centers.
- Keeping new family housing away from the I-80 freeway.
- Limiting new automobile parking and imposing market-based, equitable pricing for parking.
- Restoring light rail train service to San Pablo Avenue as soon as possible.
- Restoring the area's natural creeks which are now culverted.

We would appreciate the consideration of City staff and project consultants of the following questions and concerns.

LAND USE

1. PLAN PROPOSAL: Allow new office space throughout the Mixed Use/Lt. Industrial and Mixed Use/Residential zones — a substantial proportion of the West Berkeley area (Plan section V.).

I - 1

ISSUE: Are these areas appropriate places to allow new offices, given their relative distance from the areas two major transit streets, San Pablo and University Ave., and given the Plan's goals of reducing overall traffic, reducing residential neighborhood traffic, and encouraging more transit? (i.e. concentrating commercial development makes transit more effective; dispersed commercial development is extremely difficult to serve by transit).

EIR STUDY: Compare the likely results of dispersing office space throughout the two Mixed Use zones with the alternative of requiring all new office space to occur within one block of San Pablo Ave. and one block of University Ave., as well as within a few blocks of the Amtrak station. Evaluation should include the impact on commuter and visitor transportation modes and the affect on demand for transit service on both San Pablo and University avenues. The evaluation of transportation choices should consider that condensing office space in a smaller area not only make transit more effective, but makes ride-sharing among employees that work at separate offices more likely.

EIR CONSISTENCY: Is this proposed policy compatible with the following Plan policies: 1) *Environmental Quality* policy to reduce motor vehicle traffic to improve air quality (Plan section III. D.); 2) *Physical Form Urban Design* policy to improve accessibility and reduce automobile dependence (Plan section IV. Goal 2); 3) *Transportation* policy to reduce reliance upon single-occupant automobiles (Plan section III. Goal 1).

2. **PLAN PROPOSAL:** Allow new residential development to occur between 4th and 6th streets, from Dwight to Camelia (Plan section V.).

ISSUE: Is this area a reasonably good environment for children, considering the air and noise pollution? The area also does not have adequate parks for children. But park activities often involve physical exertion, which has been shown to be unhealthful in areas near freeways because of high pollution levels. If family housing is not appropriate, perhaps only housing that would likely to be occupied only by adults should be allowed, such as Live/Work housing, S.R.O. and senior housing.

EIR STUDY: Would the public health community consider the environment in this area to be acceptable for young children to grow up in? Would excluding new family-type housing from this area be detrimental to the City's overall housing goals?

I-2

3. **PLAN PROPOSAL:** The Plan would continue to allow auto repair in the prime commercial areas (San Pablo Ave. and University Ave.). In contrast, auto repair is "Conditionally Permitted" in the Mixed Use/Lt. Industry and Mixed Use/Residential zones (Plan section V.).

ISSUE: Given the incompatibility of auto repair with creating a pedestrian-friendly environment, and the presently large number of auto repair facilities in the commercial zone area, should all new auto facilities (with the possible exception of enclosed auto sales showrooms) be located in the Mixed Use/.Lt. Industry zone (and possibly in the Mixed Use/Residential zone) instead?

I-3

EIR STUDY: What benefit, if any, would there be to encouraging more auto-related uses onto the University Ave. and San Pablo Ave. commercial strips? Identify the disadvantages (for instance, necessarily more auto traffic, more curb cuts/driveways, exposure of pedestrians to unsightly and often adverse environmental conditions).

EIR CONSISTENCY: Is this proposed policy compatible with the Plan's *Physical Form* policies of encouraging pedestrian activity?

4. **PLAN OMISSION:** Planning for restoration of the area's natural creeks.

I-4

ISSUE: If the creeks are to be restored, plans must be developed to accomplish this.

EIR STUDY: What policies should be incorporated into the Plan to ensure the eventual restoration of West Berkeley's creeks? Consider locations for restored creeks, zoning requirements for properties within special creek zones, policies that can encourage the trading of valuable, but underutilized properties within identified creek zones for other properties (possibly by making a special allowance of higher densities on the new properties as an incentive for deeding the creek zone property to the public).

5. Other *Land Use* Issues:

5a. The Plan says to encourage 2 story buildings in the Commercial district. This should be changed to "a minimum of 2 stories".

I-5

5b. The Plan proposes a density bonus where housing is built in the Commercial district. The Plan proposes to award this bonus when housing is built above the 1st floor. The Plan should provide more flexibility for designers and developers by awarding a density bonus if a certain threshold of housing is constructed (perhaps described as minimum FAR of housing). For example, a development with 2 or 3 stories of commercial space along the arterial frontage, and 2 to 4 stories of housing behind it (shielded from the worst of the street pollution) may be considered preferable to placing housing directly above the sidewalk-fronting storefronts.

ECONOMIC DEVELOPMENT

6. PLAN FINDING: Among the greatest disadvantages of West Berkeley are growing traffic levels and lack of affordable housing (Plan section II. 6. b.).

I-6

ISSUE: Does the Plan adequately address either of these important areas?

EIR STUDY: To what extent will the policies proposed in the Plan affect traffic and affordable housing?

7. PLAN PROPOSAL: Support more "regionally oriented" retail trade in West Berkeley (Plan section IV., Goal 2).

ISSUE: The rationale for locating regional-draw retail centers in any locale is to improve local sales tax revenue. Of course, local tax revenues can only increase if at the expense of other locales that are not as competitive in generating a regional patronage. If all locales constructed regional-draw retail centers of equivalent drawing power, the tax revenue gains in any given locale would be balanced by losses to other locales. What is the cost of this inter-city competition? More traffic! This plan goal is obviously in conflict with the City's transportation and I-80 policies.

I-7

EIR STUDY: As an alternative to regionally oriented retail, could Berkeley boost tax revenues by encouraging and supporting more local-serving businesses in more user-friendly urban environments, keeping more Berkeley residents shopping in Berkeley rather than fleeing to other cities regional retail centers? To what extent are regional retail centers, with their generous amounts of subsidized parking, responsible for regional traffic and hence also responsible to some degree for freeway system traffic levels and demands to increase highway capacity?

EIR CONSISTENCY: Is this proposed policy compatible with the following Plan policies: 1) *Environmental Quality* policy to reduce motor vehicle traffic to improve air quality (Plan section III. D.); *Transportation* policy to reduce reliance upon automobiles (Plan section III. Goal 1)..

ENVIRONMENTAL QUALITY**8. PLAN PROPOSAL: Reduce generation and use of hazardous materials (Plan section III. B.).**

ISSUE: Plan says to accomplish this without saying how.

EIR STUDY: Consider the benefits of using a "market" approach to reducing the use of hazardous materials and encouraging the use of alternatives. If the price of each raw and finished product includes a "deposit" fee, based on the life-cycle ("cradle to grave") cost of the product on the environment, a fee that for all recyclable and hazardous materials is refunded upon disposal in an approved manner, the manufacturer and consumer will have economic incentive to use products with lower environmental costs, and will lose the current incentive to illegally dump toxic products. (NOTE: if this program is considered to be too difficult to implement on a City-wide scale, the City can lobby other political entities to enact this kind of program on a regional or State basis)

I-8

9. Other *Environmental Quality* Issues:

9a. The Plan does not address the negative impact that motor vehicle speeds have on creating a pleasant and safe environment for pedestrians. Consider the benefits of reducing San Pablo Avenue's speed limit to 25 m.p.h. What steps would be necessary to accomplish this change, given that San Pablo is now a State highway?

I-9

9b. The Plan does not deal with motor vehicle impact on noise pollution. To deal with noise pollution, Plan can do more to discourage motor vehicle use, promote non-motorized alternatives (walking and bicycling), and promote quieter motorized alternatives (electric autos and carts).

9c. The Plan does not deal with motor vehicle impact on water pollution, or surface and storm runoff water pollution in any way.

PHYSICAL FORM

10. OMISSION: The history section omits the use and abuse of the areas' creeks, certainly once (and future) important physical features. The Plan should include a map indicating the historic location of the area's creeks.

I-10

11. PLAN PROPOSAL: Intensify commercial nodes at 4th/Hearst and Ashby/7th (Plan section IV. Goal 1).

ISSUE: As these nodes are not well served by transit and are in walking distance of only a small number of residents, would intensifying them benefit area residents?

I-11

EIR STUDY: Would further commercial development at these two areas increase motor vehicle use and impacts in proportion to their increased intensity? Would focusing new commercial development on San Pablo and University Avenues and encouraging more local-serving (rather than regional-serving) business provide more benefits to West Berkeley residents with fewer negative impacts?

EIR CONSISTENCY: Is this proposed policy compatible with the following Plan policies: 1) *Environmental Quality* policy to reduce motor vehicle traffic to improve air quality (Plan section III. D.); *Transportation* policy to reduce reliance upon automobiles (Plan section III. Goal 1)..

12. PLAN PROPOSAL: Encourage satellite parking for Downtown and the University to be located in West Berkeley (Plan section IV. Policy 2.3).

ISSUE: With West Berkeleyans already suffering from the impact of I-80, why should they host auto parking for other communities? I-12

EIR STUDY: What benefit, if any, would locating satellite parking in West Berkeley have for the area's residents. What would be the negative impacts.

EIR CONSISTENCY: Is this proposed policy compatible with the Plan's *Environmental Quality* policy to reduce motor vehicle traffic to improve air quality (Plan section III. D.).

13. Other Physical Form Issues:

13a. Pedestrian amenities (policies 1.3 and 1.7): Add trees, canopies, minimizing the number of driveways crossing pedestrian pathways, and providing crosswalks at each side of all major intersections (a crosswalk was removed from the West side of 7th Street crossing Ashby).

13b. The Plan does not explain whether the provision of consolidated parking (policy 2.5) should be provided instead of private on-site parking, and be funded by the commercial entities who will benefit from the consolidated parking. (See no. 13 below) I-13

13c. Should new open space focus on Berkeley's historic creeks? "Daylighting" them, restoring a creekside environment with indigenous flora, and creating park/pedestrian/bike facilities alongside would provide new open/recreational space while linking W. Berkeley with E. Berkeley. (Policy 9.11 should be strengthened, calling for the long-term restoration of most, if not all natural creeks in the area).

13d. Is a children's play area appropriate in Aquatic Park, in such close proximity to the freeway? (Section V. item 3.4)

TRANSPORTATION

14. PLAN PROPOSAL: The Plan suggests a continuation of current Berkeley zoning policy of mandating a minimum number of parking spaces per each commercial development (Plan Appendix A2).

ISSUE: Is the provision of parking at each individual commercial site compatible with the environmental, urban design and transportation goals of the Plan? Is it compatible with the way people use shopping districts (e.g. often visiting several stores during one stop). Should there be a maximum allowed number of parking spaces allowed, to be consistent with local and regional transportation policies? I-14

EIR STUDY: Compare the impacts of new developments providing their own on-site parking versus the use of consolidated parking to serve most new commercial developments (it could be assumed that some appropriate uses, such as supermarkets and lumber stores, would supply on-site parking). The EIR should consider the following issues:

14.1. Parking Management Benefits To Off-site Consolidated Parking:

- Easier for the City to implement progressive parking management schemes.
- Easier to assemble carpools and vanpools (a much greater number of people driving to the same garage).

- Shared use increases efficiency of parking provided (it takes fewer spaces to accomplish the same level of accommodation), and tends to mitigate peak parking demand caused by individual traffic generators.
- Provides a single central area to park for the many visitors who have multiple shopping destinations within the same commercial neighborhood.
- Because an in-lieu fee would be designed to pay for above-grade parking, it is probably significantly less expensive per space than the provision of underground parking on site. Therefore, use of the in-lieu fee could make new projects more economically feasible.
- Fewer points of conflict between pedestrians and motor vehicles by reducing the total number of garages, with a commensurate reduction in the number of driveways and sidewalks traversed by motor vehicles.
- Aesthetic advantage over streetfronts broken by several parking entrances.
- Less congestion due to autos waiting at a multitude of parking entrances.
- Fewer points of conflict between garage exhaust air pollution and garage noise pollution upon adjacent properties.

14.2. *What ratio of shoppers would be expected to visit multiple sites in the same commercial neighborhood?* The E.I.R. should note that if future developments each provide their own parking for only their own visitors, this will result in either A) Many individual autos parking multiple times for one neighborhood shopping trip, or B) Many shoppers parking once for multiple destinations in conflict with the parking rules.

I-15

14.3. *What would be the maximum allowed parking if a limit was instituted to be consistent with the BAAQMD's proposed workplace trip reduction rules?*

EIR CONSISTENCY: Is this proposed policy compatible with the following Plan policies: 1) *Environmental Quality* policy to reduce motor vehicle traffic to improve air quality (Plan section III. D.); 2) *Physical Form Urban Design* policy to improve accessibility and reduce automobile dependence (Plan section IV. Goal 2); 3) *Transportation* policy to reduce reliance upon single-occupant automobiles (Plan section III. Goal 1).

I-16

15. **PLAN PROPOSAL:** The plan recommends parking charges, but does not require them for any class of motor vehicle use (Plan Goal 4).

ISSUE: When parking is provided free of charge, is this equitable for employees and customers who do not use the parking? To what extent does the provision of free parking encourage the use of motor vehicles?

EIR STUDY: Auto Trip Rates should be developed under two scenarios: 1) All parking is subsidized, and 2) all commuter parking is charged at market rates.

I-17

EIR CONSISTENCY: Is this proposed policy compatible with the following Plan policies: 1) *Environmental Quality* policy to reduce motor vehicle traffic to improve air quality (Plan section III. D.); 2) *Transportation* policy to reduce reliance upon single-occupant automobiles (Plan section III. Goal 1).

16. **Other Transportation Issues:**

16a. High auto use causes more noise and water pollution, energy and other resource consumption, as well as air pollution (Strategic Statement, 1st paragraph).

I-18

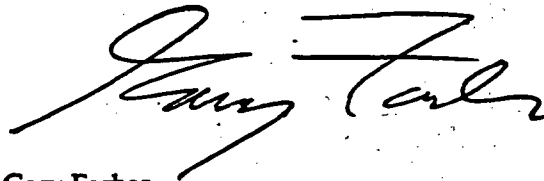
16b. The policy to try to institute parking charges is admirable. It would be strengthened if the Plan

spelled out the rationale (i.e. eliminating an inequitable subsidy that encourages auto use at the expense of alternatives). The Plan should take a stronger stand by requiring parking charges for commuter parking.

- 16c. There should be a maximum auto parking allowance for housing; this should be at most 50% more than the Plan's proposed minimum parking allowance. There should not be a minimum parking requirement. To mitigate against spill-over parking onto the streets, the zoning law and RPP program should allow for a reduced allotment of on-street permits by residents of buildings built with less than a certain minimum level of parking. I-19
- 16d. The parking requirements for projects qualifying for redevelopment funds is much higher than that for non-redevelopment projects. Should Berkeley's redevelopment law be changed to cite the applicable Berkeley zoning parking requirement as a maximum parking provision? I-20
- 16e. Full street barriers (as suggested in Policy 5.2) legally block bikes from full access. "Auto filters" should always be used instead of full barriers. I-21
- 16f. Pedestrian Access (Goal 6): Provide crosswalks at each side of all major intersections. I-22
- 16g. Since "Fast Food" restaurants require so much parking, and it's hard to discourage patrons from driving to them, should they be banned? I-23
- 16h. The evaluation of transportation choices should consider the positive impact that creating a more pedestrian-friendly street can have on mode choice, since this is a likely outcome of increased office density that attracts more retail outlets that serve both the office workers and nearby residential neighbors. I-24

Thank you for your consideration of the above points in completing the environmental analysis of the West Berkeley Plan and in evaluating the merits of particular policies toward making West Berkeley healthier and more enjoyable.

Sincerely,



Gary Farber
for Urban Ecology



SIERRA CLUB
SAN FRANCISCO BAY CHAPTER

LETTER J

5237 COLLEGE AVENUE • OAKLAND, CALIFORNIA 94618-1414

TELEPHONE: 510-653-6127

ALAMEDA COUNTY • CONTRA COSTA • MARIN • SAN FRANCISCO

June 23, 1993

To: Nathan Landau, Berkeley Planning Commission, West Berkeley Plan Committee
Re: West Berkeley Plan Draft EIR

Several key elements of the West Berkeley plan are not consistent with Sierra Club transportation and urban growth policies. The draft EIR for the West Berkeley Plan does not study their impact, and we believe that they should be included in the final EIR

Land Use:

The Sierra Club supports compact pedestrian-and-transit-oriented development around major transit corridors and nodes. Development should be mixed use and should be dense enough to make it convenient for residents to walk to use local J-1 services and transit. This is sometimes called "urban village" development.

San Pablo Ave is one of the East Bay's most important transit corridors, and AC Transit is proposing to upgrade it by adding light rail. The West Berkeley Plan should include urban village development along this corridor and should also study whether there are other appropriate locations for urban village development in West Berkeley.

The EIR should compare this type of urban village development with more conventional development and should study which has a greater regional impact in terms of promoting more development in the region's greenbelt and more automobile use (and the air pollution, water pollution, congestion, and energy consumption that it causes).

The current plan says it will mitigate automobile use by reducing the scale of development (Impact 6, Mit 5). This proposed mitigation shows complete lack of understanding of the issue, as low-density development actually promotes more automobile use.

Transportation:

The Sierra Club supports measures that promote alternative transportation and reduce automobile dependency. In particular, we believe that subsidies should be removed from the automobile: three recent studies, done independently, all concluded that subsidies to the automobile -- in terms of free parking, police services, road maintenance, and the like -- are so large that there would have to be a gasoline tax of \$5.00 per gallon for automobiles to pay their own way.

In light of this fact, the West Berkeley Plan should not increase the parking standard for restaurants, and should not call for commercial uses to provide parking for users on site. As this parking will be provided for free, it will increase J-2 the subsidy to the automobile and generate more traffic. The EIR should study environmental impacts of subsidies to the automobile in West Berkeley and ways of mitigating them -- such as parking fees, with the revenues applies to public transportation.

In addition, the plan says that auto parking and travel lanes should not be considered for bike lanes (Impact 4, Mit 1). We believe that the plan should take a balanced approach to transportation, rather than sacrificing bicyclists and transit users and considering only the needs of the automobile.

Open Space:

The Sierra Club has backed creek preservation on the site of the North Face factory in West Berkeley, and we would like to see more work in preserving and enhancing entire creek corridors and other environmentally sensitive open space in the J-3 area.

Yours,

A handwritten signature in cursive script that reads "Chuck Siegel".

Chuck Siegel
Transportation Chair



THE BERKELEY
ARCHITECTURAL
HERITAGE
ASSOCIATION

P.O. BOX 1137 MAIN POST OFFICE
BERKELEY, CALIFORNIA 94701
(415) 841-BAHA

Gil Kelley, Director of Planning
Comprehensive Planning Department
City of Berkeley
2180 Milvia Street
Berkeley, CA 94704

Dear Mr. Kelley:

BAHA is the City's largest volunteer organization with 1200 members. Our Preservation Committee has studied the sections of the *West Berkeley Area Plan* and its *Draft Environmental Impact Report (dEIR)* which are relevant to subject of historic preservation. We are extremely concerned that the dEIR and the *Area Plan* itself are deficient in many areas with regard to the treatment of historical resources. Most important among these is a lack of definition of goals and policies, and a weakness of the commitment to preservation. With regard to the dEIR, the definition of "historic resources" seems unnecessarily restrictive, and so, the definition of a significant impact.

The dEIR says, under *Historic Background*, that West Berkeley is one of the oldest parts of Berkeley. It is *the* oldest part of Berkeley. No mention is made of the importance of Jacob's Landing, or Bowen's Inn, settled in 1853, or the natural features, the beach, creek outlets and Bay shore. Surely the Bay shore is a historic resource worth mentioning, especially in view of the recent State approval of the Shoreline Park. Jacobs Landing and Bowen's Inn were the first "city portals", the former for sailing ships, the latter for stagecoach traffic. Upper Berkeley did not get established until 20 years later.

K-1

In the section entitled *Environmental Impacts and Mitigations*, the term, *historic resources*, is not defined. However, the term is used as though it applies exclusively to city, state or national landmarks. A more useful and reasonable definition of that term is contained in the *Guidelines for Implementation of The California Environmental Quality Act, Appendix G(j)*:

K-2

A project has a significant effect if it disrupts or adversely effects a historic or prehistoric archeological site or a property of historic or cultural significance to a community or ethnic or social group.

This passage stands in strong relief to the weak and restrictive definition of a *significant impact* in the dEIR. On page 4D-6 a significant impact is "...demolition or relocation of nationally or locally listed historic resources...or that would involve insensitive alteration

K-3

of such resources and/or their historic architectural context." The intention of the writers of the dEIR are even clearer under Mitigation 1 of Impact 2, where the "Alteration of Historic Resources" is referred to as inappropriate alterations to a "nationally or locally recognized landmark...". This definition is patently inadequate under CEQA guidelines. The CEQA Guidelines clearly intend to extend protections to sites of significance to a community or ethnic group or social group. The criterion of "nationally or locally listed historic resources" excludes these sites unless they happen to be listed.

K-3

As a result of their restrictive definition of historic resources, the writers of the dEIR fail to note the impact of demolitions or alterations of buildings which are part of significant architectural, historical or cultural resources in West Berkeley or those included in the State Historic Resources Inventory. These should be noted. For instance, under *Impact 3, Removal of Historic Resource Context*, no mention is made of the significant impact of removal of the historic context of a designated landmark. This is potentially a much more significant effect than the example of inappropriate in-fill.

K-4

Interestingly, the one part of the Area Plan capable of incorporating the breadth of the CEQA definition of a historical resource, the concept of *Heritage Districts*, was dropped, without explanation, from the final writing of the Plan, save for the appearance of the weakened concept of *heritage areas* in policy 6.1. According to a member of the Landmarks Preservation Commission, that body had been talking about Heritage Districts as a two-stage process. The first would be educational. It would involve an application for designation (emerging either from a city or neighborhood), and the development of information pertaining to the specific nature of the *Heritage District*, whether architectural, historical or cultural. Once the information is developed and the geographical extent of the *Heritage District* is specified, the neighborhood, or the city, can apply for formal designation as a *Heritage District*. This is the second stage. This can initiate a process of developing standards for development by the neighborhood in conjunction with City staff, if any new standards are needed. It may be that the simple recognition of the value of the designated site will be enough to transmit the recognition of the need to preserve the district to the commissions and committees reviewing proposed developments.

West Berkeley has a wealth of historically and culturally significant properties and zones. We suggest these can be best designated, acknowledged, and protected within the provisions of a program establishing *Heritage Districts*. This should have been developed as part of the preservation apparatus of the *Area Plan*. Thus, we find the *Area Plan* inadequate, and the dEIR inadequate, for failing to recognize significant impacts to historic and cultural resources which are not designated. An *Area Plan* which boasts that the whole *Plan* is broadly "preservationist", should not subordinate historic preservation (Goal 7) to other aspects of the *Plan*. More than just informational (Goal 6), *Heritage Districts* are an important element of historic preservation, and should be integrated with the *Area Plan*. *Heritage Districts* should be fleshed out in the *Plan*, placing it on an equal footing.

K-5

Under Goal 8 (*Historic Building Maintenance Rehabilitation Goal*), there is no development of the concepts for preserving "architecturally and historically valuable buildings". Policies 8.1 and 8.2 envisions that the City should "encourage" maintenance and sensitive reuse of buildings without offering any ideas of how to do it, save the suggestion of permit-streamlining. We believe the city should put its money where its mouth is on this issue. We suggest a policy specifically designating *Heritage Districts*, and another authorizing waiving or reducing permit fees, for sensitive rehabilitation of landmarks and historic resources.

In *Impact 5, Cumulative Effects on the Historic Character of West Berkeley*. The effect of implementing the *Plan* in West Berkeley may be the demolition of historic resources, as the dEIR notes. It claims, however, that implementation of the City's Landmarks Preservation Ordinance would serve to protect the remaining historic structures of West Berkeley. This will only be true if a program for *Heritage Districts* are implemented and added to the LPO.

K-6

In summary, in order to make the subject EIR an unambiguous and definitive document for the preservation of West Berkeley's historic resources - one acceptable to BAHA and consistent with the work of the West Berkeley Area Planning Committee - we recommend the following changes and amendments:

- * Clearly state, in the *Plan* and EIR the definition of "historic resources" consistent with the cited *Guideline*.
- * Implement the two-stage concept of *Heritage Districts*, outlined above, in the *Plan* outlined above.
- * Strike the clauses subordinating preservation goals to other elements of the *Plan*.
- * Introduce a policy waiving or substantially reducing permit fees for developments according to the degree which projects preserve essential features of the historic resources in question.

Sincerely,



Anthony Bruce,
Executive Director

cc: Mayor and City Council
Planning Commission
Landmarks Preservation Commission
West Berkeley Area Plan Committee

PARKER PLAZA

ATRIUM OFFICE CENTER

July 13, 1993

Mr. Nathan Landau
City Planning Department
City of Berkeley
2180 Milvia Street 2nd Floor
Berkeley, CA 94704

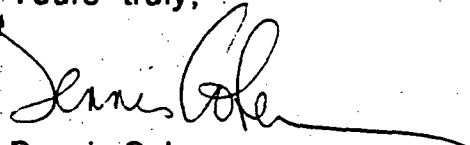
Dear Mr. Landau:

This letter is to advise you that the large 68,000 sq. ft. property at the corner of Ninth Street and Dwight Way owned by Consolidated Freightways has been vacated and will be sold sometime in the next couple of years. An investment group which I am part of has an agreement to complete such a purchase, subject to environmental approval and other contingencies. Although my partners and I have not yet formulated a specific development plan for this site, I think its future is quite relevant to the West Berkeley Plan EIR, which should anticipate all major long term developments consistent with the building uses and FAR standards planned for the Mixed Use/Industrial Zone. In particular, I think it would be prudent under CEQA to include projections of additional traffic and other selected cumulative development impacts from anticipated office and R & D uses on this site as amendments incorporated into the Final EIR for the Plan.

L-1

Please contact me if you need any further information.

Yours truly,



Dennis Cohen

WOOD PROPERTIES

P.O. BOX 7123
BERKELEY, CA 94707
TELEPHONE (415) 526-6008

July 16, 1993

Mr. Nathan Landau
West Berkeley Plan
City Planning Department
2180 Milvia Street
Berkeley, CA. 94704

Re: Comments - Draft Environmental Impact Report

Dear Mr. Landau,

After reviewing the DEIR for the West Berkeley Plan, I am still concerned and would like to see some discussion of impacts created by the zoning established in the various areas. Two specific concerns serve as good examples of the impacts created by specific zoning which are not addressed in the referenced report:

(1) The intention appears to be to prohibit or severely limit retail uses in the manufacturing and mixed use/light industrial zones to encourage manufacturing and industrial. This has a serious negative impact on traffic in that it forces everyone working in the manufacturing and mixed use zones to drive to other areas for services, retail and restaurants. This type of mid day traffic can be considerable and more likely to travel through nearby residential neighborhoods to avoid congested main streets on a short trip. This type of separation of services also discourages use of public transportation, carpools and bicycles to get to and from work because people know that they will have to leave their immediate work area during the day for lunch or other services. Many cities and communities today are becoming more aware of the detriments of "segregated" zoning and the fact that it is actually a major cause of traffic and transportation problems. These impacts should be analyzed and discussed in the EIR for West Berkeley.

M-1

A good example of the problem created has been evident in our efforts to find appropriate tenants for the Utility Body Building on Gilman. Very early in our discussions with almost every every prospective user, they have asked "where do my people eat lunch or shop around here? I don't want them to have to get in their cars and drive!" The zoning proposed for the Gilman corridor prohibits the solution to that problem and creates added traffic in the West Berkeley area.

M-2

Page 2
West Berkeley Plan - EIR

(2) The "segregated" zoning proposed in the West Berkeley Plan imposes a mixed use/light industrial zoning (which prohibits retail) over areas which already contain significant amounts of retail. This creates serious inconsistencies in uses of like kind neighboring properties and imposes a great deal of uncertainty on existing businesses for their future ability to renew licenses and permits and for building owners to maintain use permits which are contrary to the new zoning. Significant numbers of new hearings and variance applications will have to be processed at considerable expense both to the City and to the business involved. In most cases, the newly created nonconforming uses could become conforming uses with a few very nominal and reasonable line changes in the zoning districts. As an example, review the existing retail uses in the Gilman Corridor which will become non-conforming under the new West Berkeley Plan. In contrast, consideration should be given to the fact that these businesses could be provided for as well as addressing the problems noted in (1) above by expanding the commercial node to the Eastern edge of 9th street from Camillia to beyond Harrison and along the Gilman street frontage to a reasonable depth. This would still maintain and, in fact, encourage manufacturing and industrial in the vast majority of the area.

M-3

I would appreciate some discussion of the above two specific impacts as well as any related issues the consultant might perceive.

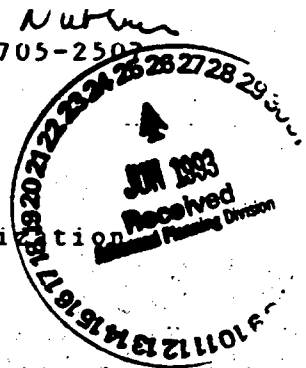
Yours truly,


Larry Haydon
for Wood Properties

3025 Bateman Street
Berkeley, California 94705-2507
June 23, 1993

City of Berkeley Planning Department
2180 Milvia Street
Berkeley, California 94704

LETTER N



Re: West Berkeley Plan Draft EIR -- Surreptitious Losangelian
in the Name of "Planning"

Gentlepersons:

This document represents classic 1950's thinking, but couched
in 1990's jargon. While using such hopeful phrases as "Seek Trip
Reduction" and "Protect Local Residential Streets from Through-
Traffic", it actually ensures that nothing of the sort will happen.

To wit, it recommends that "intersection levels of service
(LOS) do not fall below ... D/E". (Of course, this is the level of
service to drivers! Pedestrians, bicyclists, and other nonpolluters
will receive lower service, due to the encouragement of larger
volumes and speeds of traffic, left-turn signal phases that make
them wait for left-turning vehicles to pass first, and traffic
signal synchronization (TSS), which benefits auto drivers at the
expense of nonpolluters.) Facilitating the smooth movement of
traffic, as we all well know, simply encourages people to drive
farther and more often, and causes traffic volumes and speeds to
increase.

N-1

It recommends "improving ... traffic signals", and other
euphemisms for the synchronization of signals to maximize vehicle
throughput. TSS is another Trojan Horse for more traffic and a less
pedestrian/bicycle-friendly environment. I wonder how many
pedestrians know that their tax dollars are being used to restrict
their travel and subsidize long-distance auto travel?

N-2

It complains of "Parking Shortfalls" and recommends building
additional parking. Apparently, the mere presence of an automobile
is considered by your planners as ample justification to sacrifice
more of our precious land to this unproductive use. It makes me
wonder about the Integrity Shortfall in the Planning Department.
Apparently, business interests come ahead of residents' needs.
Funny, I thought that you worked for the City....

N-3

Increased "Demand" at restaurants elicits your recommendation
for allowing the construction of more parking. Oddly, the same
"Demand" at our rail station causes you to recommend increased
transit access to the station. Is there a double standard here?

N-4

"Traffic Increases" give rise to recommendations to lengthen
and widen roads, add lanes, and synchronize signals -- a vicious
cycle if ever there was one. As someone said at a recent
transportation conference, this is like trying to lose weight by
loosening your belt. (Similarly, you recommend reducing noise by
building a wall next to the freeway!)

N-5

Such poor, anachronous planning cannot be "mitigated". The
only way we can improve the quality of life in Berkeley is to make
it more difficult and unpleasant to use a car here. That means
allowing congestion to take its natural course, reducing and
increasing the cost of parking, and making car ownership and use
more expensive. Eliminate the auto subsidy! Make the auto and truck
owner and user pay for the services they receive, such as road
maintenance (necessitated by trucks, cars, and buses, not

N-6

bicyclists and pedestrians), police and ambulance services, and residential street parking.

And name all employees of the Planning Department who were involved with this Plan live in the area they are planning. This is the best way to guarantee that it is fair. I guarantee, that if they were required to live there, they would not be recommending measures to facilitate more traffic flow!

You have said absolutely nothing about the natural world (you know, the one that was here before man came), although it is required by CEQA! If I moved into your house and told you that you would henceforth be restricted to your back porch, you would understand exactly what we have done to wildlife in Berkeley. What hubris! Everywhere that mankind moves, he/she takes the best land for himself/herself and relegates wildlife and native peoples to the leftover scraps. This is not only stupid, it is suicidal. The West Berkeley Plan, like all other human plans, should include provisions for the needs of the indigenous people and wildlife, including adequate living habitat as well as safe travel corridors. In particular, east/west and north/south wildlife corridors should be restored to the West Berkeley area, including safe access across all intervening streets and the freeway (ideally, the human facilities should tunnel under the wildlife corridors, so as not to impede animals' travel). Did you really mean to imply that plants and animals don't matter?

N-7

Sincerely,

Michael J. Vandeman

Michael J. Vandeman, Ph.D.

P.S. Please include the enclosed as part of my comments!

3025 Bateman Street
Berkeley, California 94705-2507
December 6, 1992

Deborah Gordon
Union of Concerned Scientists
2397 Shattuck Avenue, #203
Berkeley, California 94704

Re: Your book Steering A New Course

Dear Ms Gordon:

There seems to be a lot of good information and ideas in this book, but in a few areas that I noticed, the research was rather superficial, and the conclusions wrong. A name like "Union of Concerned Scientists" is a very powerful aid, but will end up being a liability, if you don't live up to it, and practice good science. This implies maintaining a critical approach to information that you gather from others, many of whom have much to gain from their particular view and little to gain from the truth.

The first example is your assertion that "Congestion is extremely destructive to the environment" (p.25), i.e. that it increases air pollution and fuel consumption. This myth was debunked by Peter Newman and Jeff Kenworthy of Murdoch University (Western Australia). It comes from the unquestioned use of "engineering thinking" (looking only at the vehicles), which assumes that vehicle trips are immutable, and ignores human behavior. They found that only one effect of congestion is reduced fuel efficiency. Three much more powerful effects are a reduction in the use of the automobile, shorter trip lengths, and increased use of public transit and other modes, all of which serve to reduce air pollution and fuel consumption. The California Air Resources Board has said that the most important factors are, first, the number of trips, second, trip length (VMT), and last, congestion.

The second example is your assertion to me that 40 MPH is the most fuel-efficient speed for a motor vehicle. Newman and Kenworthy found it to be 35 MPH. The same value is given by Harold L. Michael in the conference report "Energy Conservation in Transportation and Construction" (pp.224 & 235), from the FHWA.

The third example is your assertion (p.165) that traffic signal synchronization is beneficial to air quality and fuel consumption. None of your references justify such a conclusion (nor does any other research I could find). They all assume that making it easier to drive will have no significant effect on behavior (there is that "engineering thinking" again!). The scientific method, as you know, requires supporting such a conclusion only upon experimental proof, including an experimental design that rules out other competing possibilities. The only research I could find that even came close measured ambient air quality, not emissions.

Your statement on p.136 "Maglev has several advantages over conventional transit vehicles and airplanes" is very doubtful. After decades of research, Maglev has never come close to

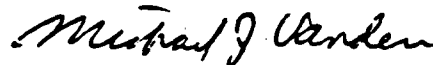
commercial viability. And there is a very good reason: the amount of energy needed to hold the vehicles up in the air (and safely!) is obviously much greater than that used by a conventional train, which simply pulls them along on steel rails. With such a wasteful use of energy, there is no possibility of Maglev ever competing with "ordinary" high-speed trains, such as the French TGV or German ICE, any more than rubber-tired vehicles can compete in energy efficiency. This is simple physics. (For more information, call Dan McNamara, California Rail Foundation and Train Rider's Association of California, 415-592-6580.)

As far as HOV lanes go (p.146), you don't mention that HOV lanes created from existing pavement can be beneficial, but not HOV lanes that are constructed by adding new pavement. The latter simply adds vehicle capacity to the roadway, which is (per Newman and Kenworthy) growth-inducing. Removing HOVs from the mixed-flow lanes makes it easier to drive SOVs, hence causing them to drive farther and more often. Claiming a benefit for new-pavement HOV lanes requires scientific evidence, of which there is none. Computer modelling, needless to say, is not such evidence. (For more information, call Akos Szoboszlai, Modern Transit Society, 408-294-0694.)

Similarly, on p.181, you recommend a gas tax, but don't clearly state that it is worthless if the proceeds are used (as in California's Prop. 111) to build or expand more highways. It does make a big difference!

What you are doing is extremely important, but you can do a lot of harm, if you spread misinformation, especially in the name of "Science". (E.g., the federal government is poised to spend billions researching Maglev -- a big waste!) This is a big responsibility.

Sincerely,



Michael J. Vandeman, Ph.D.

3025 Bateman Street
Berkeley, California 94705-2507
February 21, 1993

Steve Coleman, Editor
Western Institute for Transportation Engineers
180 Grand Avenue, Suite 995
Oakland, CA 94612

Re: Traffic Signal Synchronization

Dear Mr. Coleman:

"Classical" traffic engineering has had as its goal the maximal throughput of vehicles, encouraging ever greater volumes and speeds of traffic. Recently, this goal has increasingly been questioned, since it has led to increases in noise, pollution, accidents, global warming, and, in general, a lower quality of life. Instead, traffic calming, and an emphasis on moving (or better still, not moving!) people and goods, rather than vehicles, is taking its place.

Traffic signal synchronization (TSS) is a good example of a tool that has received almost universal, and quite unjustified, allegiance. It is obviously extremely popular with motorists, but this is not a sufficient justification for it, particularly since we need, for environmental and social reasons, to give preference to pedestrians, bicyclists, and transit users.

The usual justification given is that it (allegedly) reduces fuel consumption and emissions of air pollutants. But if you examine the "research", you find that there are no studies that directly measure either emissions or fuel consumption! The benefits are inferred from the smoothing of traffic. There are also several other flaws in the research. There has been no attempt to assess the effects on reverse-flow and cross-flow traffic. There has been no measurement of effects on pedestrians, bicyclists, and transit users (if "clean" transport is impeded, the effect is negative).

And there has been no quantitative consideration of the growth-inducing effects from encouraging long-distance motorized traffic at the expense of the other modes. If TSS gives people the feeling that they can travel quickly and easily, and therefore causes them to drive more, the fuel and pollution benefits can be negative.

In other words, there is absolutely no credible evidence that synchronization is beneficial to the community as a whole! Moreover, synchronizing for automobiles, and controlling signals to benefit the cleaner modes, are mutually exclusive: you can do one or the other, but not both. Another factor often overlooked is that the signals retain can their timing for only a few years, after which the same money (often, scarce "air quality" funds) must be spent again to retune them.

With so many clearly effective ways available to save energy and reduce air pollution (such as increasing fuel and parking

charges), why should we waste millions of dollars on such a dubious device?

Sincerely,

Michael J. Vandeman

Michael J. Vandeman, Ph.D.

3025 Bateman Street
Berkeley, California 94705-2507
May 11, 1993

The Editor
Sierra Club Yodeler

Re: Mountain Biking -- An Oxymoron

In the biker/hiker turf wars, as in most human undertakings, the most important issues are being ignored. Yes, in terms of environmental impacts, biking is vastly preferable to motorized transportation (in situations where both are practicable), just as transit use is preferable to auto use. However, walking is likewise preferable to biking, and non-travel is preferable to walking!

Wildlife are nearly always forgotten, left out of the equation, an afterthought, if thought of at all. We are rapidly pushing thousands of species of plants, animals, and other forms of life over the brink to extinction. Worldwide, we are losing hundreds of species each day. This is not acceptable! Extinction is forever; by comparison, not being able to hike or bike over one particular piece of wilderness is insignificant.

Rather than fighting over who will get to dominate more of the wilderness, we should be fighting to preserve more wildlife habitat and, especially, to protect it from humans and to make as much as possible of it off-limits to people! Many plants and animals cannot tolerate human presence. They cannot protect themselves from us. If we want to continue sharing the Earth with other species (and, frankly, surviving ourselves), we will have to give priority to wildlife. Whatever we do to protect those who can't protect themselves (be they plants, animals, or native peoples), will automatically help secure our own survival.

Sincerely,



Michael J. Vandeman, Ph.D.

3025 Bateman Street
Berkeley, California 94705-2507
May 16, 1993

City of Berkeley Planning Department
2180 Milvia Street
Berkeley, California 94704

Re: The Quality of Life in Berkeley -- the General Plan

Gentlepersons:

It's hard to write a whole letter about improving the quality of life in Berkeley, because the problem and the solution are so simple. I am tempted to just write "eliminate the automobile" and mail it in.

But it's true: eliminate the automobile and the other abuses of the internal combustion engine, and we very nearly clean the air and water, halt global warming and ozone depletion, rid the air of annoying, stress-generating noise, halt urban sprawl, give plants and animals and other wildlife a chance to recover, bring back farming, put the poor and others dependent on public transit on more of an equal footing with the rest of the community, and improve the economy by allowing it to focus on products that are truly useful (just as the military sector is now relearning how to do something productive, instead of their arcane, environmentally ignorant arts).

My needs are simple. I would like to be able to go out of my house and not smell car, truck, and bus exhaust. I would like to be able to hike in the hills above Berkeley and not be followed by the continual drone of freeway traffic and airplanes. I would like to see wildlife and native people return to Berkeley -- get back at least a portion of the land that we stole from them (for example, in Australia, aborigines help manage the national parks). (Don't panic, Republicans, none of this precludes the benefits of a reasonable amount of technology, and certainly not the "Good Life").

Richard Register, in his book Elocity Berkeley, described such a vision. But we need to fill in some of the details, particularly, how we can get there. First, we need to get a source of funds. The best source is an environmental tax, preferably one that puts the lion's share of the burden on the wealthy. Since they own and use cars much more than the poor, taxes on auto ownership and use would be ideal. (Taxing ownership, in addition to use, is important because the greatest incentive for auto use is having one sitting in your driveway!) We need to eliminate the subsidy to the automobile, and subsidize instead things that are good for the community (libraries, parks, etc.). For example, road maintenance should be paid for by those who cause the damage -- car, truck, and bus users. There should be no free (i.e., publicly subsidized) parking, including in front of people's homes.

Cars cannot be used without some place to drive and park them. We should immediately stop building new roads and parking, and either maintain or rip out what we have. It makes no sense to keep

trying to guarantee free and ample parking and congestionless roads for everyone who wants them. Not only is it physically impossible, but we are destroying our most valuable resources in the process (to say nothing of our quality of life)! The energy resources of the Earth are finite. Let's save them for something more valuable than "asphalt sailing".

It isn't necessary to worry, at this point, about what will replace cars. Once we make it appropriately difficult and expensive to drive, ex-auto addicts will beg for the necessary transit, bike paths, etc., instead of fighting them as they do now. Instead of having to fight over where to put bicycle routes and pay consultants to mediate, every street will be a bicycle path!

You know what needs to be done. All you need is the courage to say it.

Sincerely,

Michael J. Vandeman

Michael J. Vandeman, Ph.D.

P.S. I-80 should be converted to an expressway, with at-grade crossings, so we can have our bay shore back!

3025 Bateman Street
Berkeley, California 94705-2507
May 23, 1993

Chris Leman, Kristin Pauly, and Preston Schiller
Institute for Transportation and the Environment
85 East Roanoke Street
Seattle, Washington 98102

Re: "Rethinking H.O.V. -- High Occupancy Vehicle Lanes and the
Public Interest", May, 1993

Gentlepersons:

Thank you for sending me your excellent paper. It is indeed time to mention that the Emperor is buck naked; that the appellation "HOV" is merely the latest in a long, long series of excuses for paving over more of our most valuable land.

[Incidentally, we had better begin removing that pavement soon. Richard Register and I and a group of friends helped someone rip out an asphalt parking lot, in order to create a garden. It was dangerous, exhausting work. I ended up in the emergency room with an extremely painful foot (that luckily turned out to be only swollen, not broken). In other words, what was created with heavy machinery will also have to be removed by means of heavy machinery, and that will best be done before we run out of oil!]

Remember when we needed better highways for "national defense"? When we needed them so that we could see "scenery"? When we needed them because the old ones were "full"? I-80, which the California Department of Freeways (oops, Transportation) is desperate to widen, is only used to 66% of its vehicle capacity, as are all of the other freeways being widened (mostly by means of the incantation "HOV") in the Bay Area (they are empty at night). Now we apparently need them to create jobs. Before that, it was "access to jobs". Is there anything that a good highway widening won't cure?

Glad you asked. Yes, there are a number of minor inconveniences associated with roads, quite aside from the fact that they encourage the use of pollution-belching motor vehicles. I think that you should broaden your paper to include these issues, rather than just looking at HOV lanes from the "transportation and air quality" perspective. (The "Bulldozer People" are masters of the narrow viewpoint, for example presenting road construction as merely an engineering and economic issue.)

A great deal of air-, water-, and noise-pollution is created during road construction. A lot of energy and resources are wasted. (Most transportation is not an end in itself, but merely an attempt to compensate for people and goods not being in the right place. For example, I receive no value from the transportation of my food hundreds or even thousands of miles to my grocer. It is merely compensation for the sad fact that we have destroyed all of the good farmland nearby. I love the Berkeley Farmer's Market, but it

depresses me that the farmers all have to drive at least 50 miles to get here.)

Road construction destroys farmland and scarce open space. It destroys, degrades, and fragments wildlife habitat, driving wildlife to extinction: many animals are afraid to cross a road, for fear they will be seen by predators; they are thus cut off from many potential mates and important food resources. Hence, genetic diversity is lessened. Human presence (facilitated by road building) drives them even further away from the resources that they need to survive. (Of course, wildlife don't seem to be a priority for most people these days; many people who grow up in cities -- probably the same ones who act as if milk comes from a carton -- rarely think about them or consider them in their planning. Signs announcing the entrance to a city tell you the population, but only the human population; the animals and plants who also call that place home are, at best, an afterthought. At transportation and even "Ecocity" conferences, humans get together to decide how they will divide up the world; wildlife are rarely mentioned. And yet, wildlife can be very helpful to our cause! The "Bulldozer People" can argue (and do) that highway expansion is good for air quality, but there is no way they can say that it is good for wildlife.) Restricting all roadbeds to a maximum of 2 lanes would help animals and pedestrians get across them. I truly believe that protecting wildlife (I include plants) would also have the effect of protecting ourselves.

Road construction wastes money, and thus hurts activities that are more valuable, such as education and research. In their personal lives, people attempt to conserve energy (for example, not making 10 separate shopping trips when a single trip will do), but suddenly ignore efficiency when it involves the whole community (e.g. opposing the construction of rail lines; by the way, you display some "Seattle bus bias" by giving little attention to the rail alternative; one might say that the very existence of a congested freeway demonstrates that there is a market for rail). This inefficiency puts the U.S. at a disadvantage in economic competition with countries like Japan, Germany, and France that make greater use of rail.

Roads, by destroying usable spaces, force people to travel farther. Thus, our food is less fresh, and is often contaminated by vehicle emissions. Asphalt absorbs sunlight, adding to global warming. Its creation uses petroleum that could be put to better use, and makes us even more vulnerable to control by oil-rich nations. Road construction creates jobs, but fewer jobs, more temporary jobs, and lower-skilled jobs than rail construction. Roads require more long-term maintenance and repair than rail lines. Roads take land that could be put to productive uses, and reduce the tax base for local governments. Rail lines take less land, and harm it less.

Pavement concentrates and increases water runoff, starving the water table. Roadway lights are one of the main reasons we cannot enjoy a view of the stars.

Freeway construction disproportionately harms minorities and the poor. Highway construction is rarely even suggested in wealthy, white neighborhoods. [By the way, one solution to this and many other problems caused by people is to require the perpetrators to live next to their creation! How many freeways would get built, if the heads of the transportation agencies had to live next to them, like other people do?] And roads allow logging, mining, oil drilling, "industrial grade tourism", and many other destructive activities. In fact, it is almost impossible to do great environmental harm without roads.

A few comments about the paper. Perhaps you could emphasize that, more important than their function for a few hours a day as HOV lanes is the fact that they are added pavement. And that their real goal is not to increase vehicle occupancy, but to act as a Trojan Horse for more pavement to increase all vehicle throughput. The designation "HOV" is simply the most politically acceptable way to do that. It is interesting that our Metropolitan Transportation Commission justifies HOV lane construction (new pavement) by saying that the travel time savings for HOV occupants is enough to cause a mode shift, but then says that the travel time savings for HOV and SOV occupants (due to the added lanes) isn't enough to generate new or longer trips (which would adversely affect air quality).

Perhaps you could also be a bit more forthright in asking for what you want (exactly what you want!). I don't think it adds to your credibility to be wishy-washy, as in (p.12) "FHWA ... should approve new lane construction in congested urban areas cautiously - if at all." On the contrary, I think it detracts from credibility. Excess humility seems to be a characteristic of resignation to second-class citizenship.

Sincerely,

Michael J. Vandeman

Michael J. Vandeman, Ph.D.

P.S. Freeways also divide neighborhoods, destroying, degrading, and fragmenting human habitat!

The First International Conference for Auto-Free Cities
May 3, 1991

Michael J. Vandeman, Ph.D.
3025 Bateman Street
Berkeley, California 94705-2507

The Age of the Automobile is over. The atomic bomb became obsolete the day it was dropped on Japan. The automobile (and its accoutrements, the highway and the parking lot) has just taken a bit longer to become obsolete.

The stratospheric ozone that allows life to exist on the earth (by protecting it from ultraviolet radiation) has already been reduced 4-5% over North America, causing an epidemic of skin cancer in California. About 75% of the oxygen we breathe comes from marine algae which can be killed by ultraviolet radiation. In the U.S., the biggest threat to the ozone layer is automobile air conditioners.

The automobile, in the U.S., is also the biggest contributor to global warming (or as some prefer to say, the coming ice age!). According to the U.N., we need to reduce fossil fuel consumption 50% in order to avoid the effects of global warming. Clearly, we won't need any more road space, and most likely can do with a lot less than we have. Global warming threatens thousands of species that cannot adapt or migrate fast enough.

Roads are a major factor in the destruction and fragmentation of wildlife habitat. Not only are thousands of animals killed on our roads, but many will not cross a road even if they are physically capable of doing so. The result is a loss of biodiversity and, quite often, extinction. Just as we need to travel, wildlife need migration corridors. Instead of a new round of superhighway construction, we should use gas tax funds to restore continuous wildlife corridors from border to border. Rather than bisecting essential wildlife habitats, roads should tunnel under them. (I don't think this conference is about auto-free cities; I think it is about the survival of life on the earth!)

Do you remember what fresh foods taste like? We are paving over and degrading our farmland, so that we have to bring food in from far away, even from foreign countries. Even if we can get it, it may be contaminated due to the proximity to highways. We need to eat low on the food chain, but we also need to eat low on the transportation chain!

According to the EPA, 75% of water pollution is due to runoff. A great deal of that is from roads.

Oil is due to run out in the U.S. in 30 years, and in 40-50 years worldwide. I would rather save it for making toothbrushes.

As our motor vehicle-dependent economy falls farther and farther behind, nations (like Japan, France, and Germany) that have invested in energy-efficient rail transportation have leaped ahead.

And, of course, there is air pollution. Although all scientific research on the subject shows that expanding highways increases air pollution and fuel consumption, the highway lobby continues to propagate their old myth that the way to clean up the air and save fuel is to speed up traffic by expanding highways. In the San Francisco Bay Area, federal judge Thelton Henderson recently gave our transportation planning agency the green light to continue expanding all of our highways. All they have to do is run the projects through a phony computer model that "proves" the projects will improve air quality.

What Can We Do About It?

Most people's approach is to (a) blame someone else, and then (b) try to get that other person to change. This ignores a basic fact of life: the only behavior you can control is your own. However, this is quite sufficient. If everyone decided to stop buying cars and gasoline, there would have been no war in the Middle East. Our air pollution problems would be minor. Nobody could seriously suggest that we need more freeways. The oil and automobile companies could ensure their future by converting to businesses compatible with an environmentally sustainable society.

There are a few who are profiting from the status quo, whom no amount of information will penetrate. But from what I have seen, most people, given the right information, will do the right thing. We need to make sure that information about the environmental effects of the automobile and of highway construction is spread worldwide, as rapidly as possible. The "media" are mostly owned or controlled by those who want to preserve the status quo, so we are left with personal communication, the mail, the xerox machine, and computer networks. Everywhere I go, I look up the local environmentalists and exchange names, addresses (computer and otherwise), phone numbers, and information about the effects of highway expansion. If people don't listen well enough at home, go abroad!

We have been gloating over the fact that eastern Europe has been moving toward democracy, but we don't have democracy! We can vote for someone, but once they are in office, we lose control over them, and they are "bought" by big business. Unlike some countries, we have the ability to say how we feel about a project, and then get ignored. The highway department has to describe all the negative environmental effects of its projects, but then it can go ahead and build them anyway. However, nobody can force us to buy something we don't want! We need to boycott the oil and automobile companies.

The environmental problems we face cannot be solved by one person, one organization, one government agency, one company, or one country. They are so huge that they can only be solved by everybody doing their part. My part is to not own a car, to invest in and purchase from companies that protect the environment, to learn everything I can about the environmental effects of highway construction, and to spread this information all over the world. What is your part?

2040

A MESSAGE FROM
THE FUTURE!



Produced with
the assistance of the
Australia Council

SCRIPT:
David Engwicht
John Heathcote

VISUAL DESIGN:
Tim Gandy

MUSIC:
Gary McFarlane

NARRATOR:
Perry Glass

PRODUCER:
John Heathcote

■ The Industrial Revolution changed cities from places to live to places to work.

■ There are two crucibles in which all those things that make us human can be nurtured: the bush and the city.

■ Cities can only reach their full potential if they shift their focus from planning for the privileged to planning for those easily marginalised.

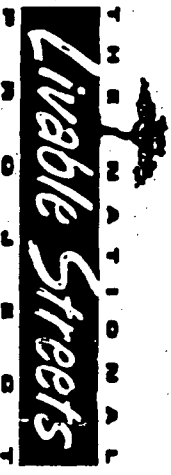
■ It is possible to dramatically decrease traffic while at the same time substantially increase our quality of life.

■ To future generations, the "Auto Age" will appear as a blimp on the horizon of history... a few milliseconds of divine madness.

"2040 - A MESSAGE FROM THE FUTURE"

IS AN INITIATIVE OF CART
CITIZENS ADVOCATING RESPONSIBLE TRANSPORT
50 Exeter Street, Ashgrove Qld 4060
Phone: (07) 366 3350 or (07) 366 5265

AS PART OF



2040

A MESSAGE FROM

THE FUTURE!

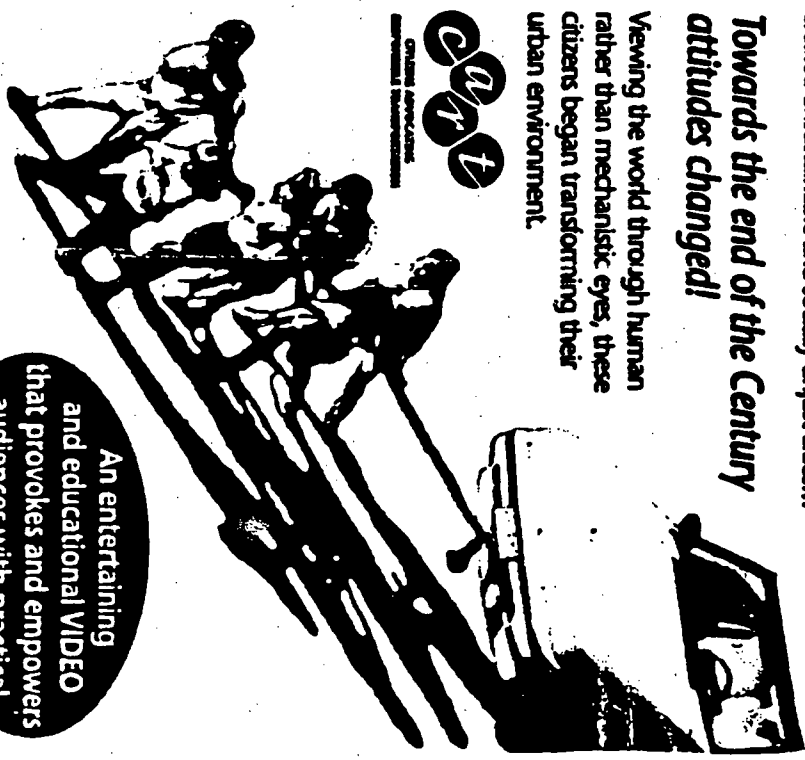
2040

A MESSAGE FROM
THE FUTURE!

Transported into the future, we look dispassionately back at the way the "Auto Age" societies of the 20th Century created unsustainable and socially unjust cities...

Towards the end of the Century attitudes changed!

Viewing the world through human rather than mechanistic eyes, these citizens began transforming their urban environment



An entertaining and educational VIDEO that provokes and empowers audiences with practical ideas for change!

STEREO SOUNDTRACK
DURATION: 26 MINUTES

O. (ORAL COMMENTS)

Summary Comments of persons testifying at Planning Commission Public Hearings on West Berkeley Plan Draft Environmental Impact Report

Comments on June 9, 1993 (tape available)

Curtis Manning--Member of 5th/University/Dwight Neighborhood Association

Read in EIR about potential impacts of Plan on historic preservation.

Saw no mention of Heritage Districts as potential mitigation for these impacts. It's a mistake to place all the Plan's emphasis on "landmarking" buildings. The context for landmarks is important--if you take away the context, you just have the bare thing. Heritage Districts can be broad funnel for identifying buildings/areas as historic.

O-1

Doesn't think EIR has plumbed the nature of historic resources in West Berkeley--identifies 5th between Addison and Allston, not that great a block, but misses Niehaus House and false front buildings (location?).

O-2

Should also not depend just on Survey of Historic Resources, with uncertain funding.

O-3

Gary Farber--Urban Ecology

Oral testimony reiterates points in letter

O-4

Stan Huncilman

In accord with Farber's comment, notes commercial centers and retail mixed throughout Plan area. Cites Plan goal of maintaining neighborhood-serving businesses.

O-5

Questions what type of retail are traffic projections based on--"mom & pop" or "4th St. type?"

O-6

Concerned as to whether neighborhood serving uses possible, if not sees huge amount of traffic, requirement for diverters and other solutions which are unacceptable to neighborhood.

O-7

Rick Auerbach

Plan calls for no laboratories in Mixed Use/Residential. EIR on pp. 41 2&3 suggests that a wider range of uses should be allowed. Need clearer understanding of what this wider range is to be.

O-8

Sees Noise standard as not strong, Plan contemplated revision of City Noise Ordinance to protect residential uses in industrial areas.

O-9

Clifford Fred (Planning Commission)

EIR notes Plan created demand of 488 housing units. Should be additional housing--high housing alternative so as not to put further demand on rest of city.

O-10

Plan should speak to likelihood of UC buying land in West Berkeley, how City gets University to adhere to Plan, assure that homeless shelter not removed.

O-11

Summary Comments of persons testifying at Planning Commission Public Hearings on West Berkeley Plan Draft Environmental Impact Report

June 23, 1993

Laurie Bright--Landmarks Preservation Commission Chair

Oral testimony reiterates points in letter

0-12

Leslie Emmington-Jones--Berkeley Architectural Heritage Association

BAHA is dedicated to West Berkeley. There are bits and pieces of the 19th Century town left. Another interesting period is the World War 2 industrial history, and the cultural and neighborhood development in connection with it.

0-13

Preservation planning is compatible with interests of City, economic growth of city.

0-14

Pay attention to 4 recommendations of letter(which see), look at lack of preservation emphasis in Plan

0-15

Curtis Manning

Comments on Plan process

Notes concern with Impact 1, p.2-12 (summary of impacts)--Sees problem that State Historic Resources Inventory hasn't been gone through for landmarkable buildings.

0-16

Rick Auerbach

Notes error in land use mapping of block bounded 8th-9th, Carleton-Pardee.

0-17

Comments on Plan/EIR process.

Discussion of EIR process--Babette Jee, Laurie Bright, Debra Kirschenbaum

Section 3. Response to Comments

Section 3
West Berkeley Plan Draft EIR Response to Comments

LETTER A: CALTRANS, KIT CURTISS, CEQA COORDINATOR, June 25, 1993

Note: All changes in the DEIR are shown either with *italics* for new text or a ~~strikeout~~ for deleted text.

Comment A-1. On page 4B-3, paragraph 1 of the DEIR, replace the statement "Caltrans, the agency that pays for the maintenance and improvements on San Pablo Avenue, is planning to increase capacity on the arterial..." with the following text: *Caltrans, the agency which owns, operates, and maintains this conventional State route, is planning as part of the I-80 improvement project to increase capacity on the arterial..."*

Comment A-2. The Bay Street/I-80 on-ramp project will simply relocate the existing ramp out of Aquatic Park. No net change in freeway access will result, so there is no impact on West Berkeley.

Comment A-3. The following text is added to page 4B-27 of the DEIR, after Mitigation 1 to Impact 4:

Mitigation 1a. *Annually review the number of auto, bicycle, or pedestrian accidents related to train activity in the West Berkeley area and assess the need for improved signage, warning gates, or grade separated crossings. Initiate the application process for a grade separated interchange if monitoring indicates grade separation is warranted. [Responsibility: Public Works Department]*

Mitigation 1b. *Improve safety at railroad crossings for bicyclists by creating a smooth travel surface over railroad tracks that intersect designated bicycle routes. This provision has been incorporated in the Draft*

*Bicycle Plan to be adopted by the City of Berkeley.
[Responsibility: Planning Department, Public
Works Department].*

Comment A-4. Line diagrams showing p.m. peak hour turning movements for the "Existing plus Cumulative," "Existing plus Cumulative plus Project (proposed plan)," and "Existing plus Cumulative plus Current West Berkeley Zoning Plan" are included in Chapter 8, Appendix B (Figures 8B-5, 8B-6, 8B-3, 8B-4, and 8B-1, 8B-2). Historical traffic data shows that p.m. peak hour volumes in West Berkeley are consistently higher than a.m. peak hour volumes. Because the intersections are generally designed symmetrically, an evaluation of the highest peak hour will determine the maximum improvements required to mitigate the intersection levels of service during both the a.m. and p.m. peak hours. Therefore, the traffic study performed for the *West Berkeley Plan DEIR* provides intersection levels of service and mitigations for the p.m. peak hour only. The freeway ramps were evaluated for both the a.m. and p.m. peak hours.

Comment A-5. An average Level of Service "D" rating is achievable at the San Pablo/Ashby intersection during the p.m. peak hour under the "Year 2005 plus Project" scenario; however, the level of service may fall below LOS D for short intervals within the peak hour. The installation of a westbound left turn lane would help reduce congestion during those short intervals.

To be consistent with the City of Berkeley's Master Plan Policy 2.34, which discourages street widening unless: "a) all other feasible means - such as parking restrictions, turning controls, traffic devices, etc. - have been proven inadequate; b) congestion is impeding public transit service or is a clear threat to safety and amenity; and c) no alternative route or means of transportation is available," the *West Berkeley Plan DEIR* recommends alternate measures to intersection widening whenever feasible.

Comment A-6. The City is currently coordinating with Caltrans on the design of bicycle and pedestrian facilities near state highways/roads. It will continue to coordinate with Caltrans in the future.

LETTER B: ALAMEDA COUNTY CMA, DENNIS FAY, DIRECTOR, July 7, 1993

Comment B-1. The following text is added to page 4B-1 in the DEIR, after the "Existing Street Conditions" heading:

Four major roadway/freeway facilities in West Berkeley, (I-80, San Pablo Avenue, University Avenue, and Ashby Avenue) are included in the Alameda County Congestion Management Program (CMP) designated roadway system. The CMP monitors the impacts of land use plans on the level of service of those facilities assigned to the designated roadway system.

Comment B-2. Table 4B-6 in the DEIR shows that if the proposed mitigations are implemented, all study intersections will operate at LOS D or better, and comply with the level of service standards presented in the *West Berkeley Plan*. Since the Alameda County Congestion Management Authority (CMA) bases level of service compliance on roadway link operations and not on intersection operations, the results of the *West Berkeley Plan DEIR* are not directly comparable to CMA level of service standards. The Alameda County CMA requires participating jurisdictions to annually monitor levels of service on the designated roadway system. If a deficiency is observed, the responsible jurisdiction is required to develop a plan to mitigate the deficiency. With a system in place to ensure that the designated roadway segments do not exceed the CMA's LOS E standard, no additional deficiency plans are needed.

Comment B-3. The mitigation measures presented in the *West Berkeley Plan DEIR* were reviewed by the City Traffic Engineer to ensure that the measures could be feasibly implemented and funded. Many of the recommended improvements will be implemented as part of the Caltrans Parallel Routes Program including signal timing optimization along San Pablo Avenue, and intersection widening and signal modification at the University/Sixth intersection. Some improvements will be funded by individual developers. The City of Berkeley's past practice has been to charge individual developers for improvements on a case by case basis (based on the project's CEQA analysis), rather than to charge a uniform traffic impact fee on all development.

Comment B-4. The following mitigation is added after Impact 3, Mitigation 2 on page 4B-26 of the DEIR:

Mitigation 3. Coordinate with AC Transit to identify local (residential and employee) transit needs, and develop efficient use of transit and re-routing in the West Berkeley area. [Responsibility: Planning Department]

Comment B-5. See Response to Comment G-5, particularly regarding revision of Mitigation 2, Step A of Transportation.

Comment B-6. Many funding sources are available to the City of Berkeley for the roadway and transit improvements called for in the West Berkeley Plan EIR. Most of these improvements are consistent with the CMP Capital Improvement Program. The City of Berkeley is currently working with Caltrans to optimize signal timing on San Pablo Avenue, and modify signal controls at the Sixth/University intersection. In addition, the City has received funds to implement a shuttle service to connect large employers in West Berkeley with either the North Berkeley or Ashby BART station. See also Response to Comment B-3.

**LETTER C: AC TRANSIT, GAIL MURRAY, ACTING ASSISTANT GENERAL
MANAGER, June 17, 1993**

Comment C-1. Revise the first paragraph following the heading "Transition" page 4B-16 of the DEIR to read:

West Berkeley is served by frequent AC Transit service on University Avenue (#51, #51A), and San Pablo Avenue (#72 and 72L), and less frequent service on Sixth Street north of University Avenue (#9), Sixth Street south of University Avenue (#65), and Ashby Avenue starting at Seventh Street (#6), and Cedar Street at San Pablo (#52). Line Z provides commuter/transbay service from West Berkeley to San Francisco.

Comment C-2. The City of Berkeley will work with AC Transit to develop the most efficient use of transit in West Berkeley. See also Response to Comment B-4.

Comment C-3. The City of Berkeley will strive to cooperate with AC Transit and will notify them of planned changes which will impact their operations.

Comment C-4. Comment noted.

Comment C-5. The *West Berkeley Plan* supports the use of fees from project sponsors to pay for transit, other trip reducing measures, and traffic improvements.

Comment C-6. The proposed employee shuttles in West Berkeley will fill a need that is not as yet provided by AC Transit. Both services are valuable in reducing single occupancy vehicle trips in the West Berkeley. If feasible, the City will recommend using existing transit service rather than implementing new shuttle service; however, each request for shuttle service will be evaluated on a case by case basis.

Comment C-7. See Response to Comment C-6.

LETTER D: CITY OF ALBANY, CLAUDIA CAPPIO, PLANNING DIRECTOR,
July 16, 1993

Comment D-1. Historical traffic data shows that p.m. peak hour volumes in West Berkeley are 10%-30% higher than a.m. peak hour volumes. Because the intersections are generally designed symmetrically, an evaluation of the highest peak hour will identify the maximum improvements required to mitigate the intersection levels of service during both the a.m. and p.m. peak hour. Therefore, only the p.m. peak hour intersection levels of service are evaluated in the *West Berkeley Plan DEIR*. Levels of service at the freeway ramps are evaluated for both the a.m. and p.m. peak hours because the geometric configuration of the freeway on- and offramps may not be symmetrical.

Comment D-2. The definition of significance on page 4B-19 of the DEIR is consistent with the thresholds identified for acceptable level of service on pages 145-146 of the *West Berkeley Plan*. The *Plan* states that "this [transportation] Element recommends using LOS D as a standard for those intersections which are currently performing at or above that level. For intersections already performing below that level, the Element proposes a standard that these not be degraded below LOS E as a result of development in Berkeley, and that intersections performing at F be upgraded to at least E."

Comment D-3. Comment noted.

Comment D-4. The traffic study prepared for the *West Berkeley Plan DEIR* shows that implementation of the Plan is feasible under the Year 2005 cumulative conditions scenario. The study covers a large area from Harrison Street to the north to Ashby Avenue to the south. Along the Gilman Street

corridor, Table 4B-6 and Figure 8B-3 reveal that two key intersections (Sixth/Gilman and San Pablo/Gilman) will operate at LOS D or better with some signal timing improvements. Table 4B-7 and Figure 8B-4 show that congestion at the freeway on-ramps will increase at the eastbound and westbound on-ramps. These estimates of peak hour traffic conditions are based on two assumptions: 1) 50% of the potential 900,000 square feet of light industrial development in Albany will access the Eastshore area from Gilman Street; and 2) the light industrial development will have similar trip generation characteristics as light industrial developments in Berkeley.

Although implementation of the *Plan* is feasible from a general planning perspective, a more focused analysis will be needed to make final design decisions in facility improvements. The City of Berkeley agrees that such a focused study ensures 1) improved coordination of traffic, transit, and pedestrian improvements, 2) enhanced safety, and 3) reasonable levels of traffic flow in the area. However, with little developable land in this corridor, the City of Berkeley is currently unable to fund such a study. If the City of Albany were able to initiate a Gilman Corridor study with funds from potential developers in the Eastshore Industrial Area, the City of Berkeley would assist at least by contributing staff time to the study.

Comment D-5. The City of Berkeley would like to cooperate with the City of Albany on the issue of future traffic safety and operations in the Gilman Corridor, and will review the City of Albany's suggestions for funding such a study. See Response to Comment D-4.

Comment D-6. Comment noted. No significant development is currently planned for San Pablo Avenue Corridor north of Hearst Avenue. The most likely potential development for the Berkeley/Albany border along San Pablo Avenue would be that of the University for Albany Village, over which the City of Berkeley has no design control. In addition, the City of Berkeley already has its own commercial design review ordinance which

has many similarities to that of Albany. The City has received Albany's design review guidelines and concurs with their content and intent. The City will coordinate with Albany when it develops specific design guidelines for the San Pablo Avenue corridor or when projects occur along the Berkeley/Albany border.

Comment D-7. A deadline of 6 months is proposed for completion of the inventory; this has been included in the Mitigation Monitoring Program, (Section 4 of the FEIR).

LETTER E: BERKELEY COMMUNITY ENVIRONMENTAL ADVISORY COMMISSION, July 16, 1993

Comment E-1. Comment acknowledged. Step A on Page 4H-8 of the DEIR is amended after the first sentence to include the following:

The seismic design and safety procedures should also consider the potential for special site hazards such as differential settlement and/or liquefaction. New subsurface site explorations may be required to determine site specific structural/foundation design.

Comment E-2. The following text is added to page 4I-2 of the DEIR, as a new last paragraph under the major heading, "Environmental Setting":

Underground Jet Fuel Lines

The streets of West Berkeley are underlain by a network of pipelines carrying natural gas to residences and businesses. A jet fuel pipeline carrying fuels to Oakland and San Francisco airports underlies the railroad right-of-way alongside the freeway. The jet fuel pipeline is monitored for leaks and tested on a regular basis, in compliance with state and federal laws. Anyone engaging in excavation work

should first contact Underground Service Alert to have all underground utilities identified, including pipelines, cable, phone, and electric lines.

Comment E-3. The DEIR tries to minimize the potential conflicts among mixed uses by suggesting the refinements to the proposed land use element of the *Plan* described in Impact 2, Mitigation 1, pages 4I-16 and 17 of the DEIR.

Appendix A, Page 2 describes the City of Berkeley's Toxics Program and refers to the Draft Hazardous Waste Management Plan that was issued in October 1992. That plan is undergoing a major revision that will incorporate pollution prevention and waste recycling as integral components, rather than requiring the drafting of a separate Pollution Prevention Ordinance. Waste reduction and minimization form one part of an effective pollution prevention program.

The following text is added to the DEIR on page 4I-9, last sentence of the next to last paragraph:

Waste minimization and pollution prevention policies serve to mitigate the impacts of increased hazardous materials use throughout West Berkeley that may be caused by buildout.

The following mitigation is added to the other measures on Page 4I-27 of the DEIR:

Mitigation 3. *Pollution prevention and waste minimization policies of the Berkeley Hazardous Waste Management Plan will serve to reduce the cumulative impact of buildout to the extent that such policies result in reduced chemical use at individual businesses.*

Comment E-4. On-site air testing capability should be part of the project-specific mitigations developed by the City for new projects using hazardous substances that pose a risk of aerial release. Hazardous Materials Impact 3, Mitigation 1, Step F, Page 4I-20 allows the City to develop mitigations as deemed appropriate, including all necessary capabilities for emergency responders.

Comment E-5. The Source Reduction and Recycling Element of the General Plan and the City's Hazardous Waste Management Plan include policies to provide technical assistance on pollution prevention to the City's hazardous waste generators. Public education programs are an integral component of the Household Hazardous Waste Program, and include consumer information on recycling, product substitution, and proper use and disposal of household hazardous materials.

Comment E-6. The hazards of cement are well known in the industries that use cement products. Cement products are corrosive when wet and naturally contain a variety of metals and trace amounts of chlorinated hydrocarbons. The presence of components of hazardous waste used to fuel cement kilns in the cement product is under investigation by the federal EPA. The components are not detectably different from naturally-occurring components of cement. The risks posed by such components during use over long periods of time, if any, have not been investigated or confirmed.

The interested reader is referred to the following recent publications:

- Environmental Toxicology International, "All Fired Up," Seattle, Washington, Revised Edition, 1992.
- Environmental Toxicology International, "Questions and Answers Regarding Recent U.S. EPA Testing of Dioxins and Furans in Cement Kiln Dust," Seattle, Washington, 1993.
- Portland Cement Association, "An Analysis of Selected Trace

Metals in Cement and Kiln Dust," Skokie, Illinois, 1992.

- Scientific Advisory board, Process Technology Workgroup, "Evaluation of the Origin, Emissions and control of Organic and Metal Compounds from Cement Kilns Co-Fired with Hazardous Wastes," June 8, 1993.

U.S. EPA anticipates producing a report on the characterization of cement as hazardous waste within the next calendar year. This report would be part of a rulemaking published in the Federal Register. Also a Report to Congress on cement kiln dust (a waste product during cement production) is due by December 31, 1993. A notice concerning the location of the report in the Congressional Docket will be published in the Federal Register.

Comment E-7.

The commenter is correct. Providing a surplus of free parking in an office/commercial area can create a disincentive for people to use transit or carpooling. The amount of traffic travelling through a office/commercial area may increase when the parking supply adequately meets the parking demand. However, when adequate parking facilities are available, the amount of traffic circulating on-street (in search of a parking space) decreases.

The recommendation for additional parking in the *West Berkeley Plan DEIR* is intended to mitigate potential parking shortages. Additional parking spaces recommended for new West Berkeley development are at a level which will require many employees to take transit, carpool, walk or bicycle to work. See also Response to Comment H-3a.

Comment E-8.

Paid parking will provide an incentive for transit use in an area where parking is limited; however, paid parking in an area surrounded by ample on-street parking will not provide an incentive for transit use, but will contribute to spillover onto nearby residential streets. A decision to implement paid parking must be determined on a case by case basis.

expected to create a deficiency. The City Planning Department staff will identify the elements to be included in the study.

This mitigation will reduce the impact to less than significant levels. [Responsibility: Planning Department, and Zoning Division]

Comment E-10. Mitigation 2 on page 4B-27 of the DEIR has been revised to read as follows:

Mitigation 2. Consider the recommendations that will be offered by the Berkeley Bicycle Facility Study, currently being completed by a consultant to the City. *The goal of this study is to identify problem areas, recommend improvements to increase bicycle safety and usage, while balancing the need for using existing parking and travel lanes.*

LETTER F: Landmarks Preservation Commission, Laurie Bright, Chair (No Date Provided)

Comment F-1. The comment is noted. While this is primarily a comment on the *Plan* itself rather than on the content of the EIR, the following language will be added following the first paragraph of Impact 1 on page 4D-6:

. . . due to proposed changes in land use designations. Goal 7 of the Plan calls for preservation of the area's historic resources "in the context of the district goals, permitted uses and other goals of the West Berkeley Plan." While it should be stressed that the Plan does not specifically call for the removal of

Comment F-2. It is not the intention of the author to imply that the application of federal, state and local laws and regulations may be applied optionally. The authors acknowledge the existence of federal, state and local laws and regulations that apply to the protection of historic resources. Those with the most direct bearing to the *West Berkeley Plan* are the National Historic Preservation Act of 1966, California Public Resources Code, CEQA, and the City of Berkeley Landmarks Preservation Ordinance, the City of Berkeley's Procedures and Guidelines for Design Review in Non-Residential Districts.

The following text is added before the last paragraph on page 4D-2 (in the "Environmental Setting" subsection) as a means of more clearly defining the relationship between these laws and regulations and the *West Berkeley Plan*:

Relevant Laws and Policies

National Historic Preservation Act of 1966

The National Historic Preservation Act of 1966 establishes a general policy of supporting and encouraging the preservation of prehistoric and historic resources by directing federal agencies to assume responsibilities for their actions. Section 106 of the Act identifies procedural requirements that must be adhered to prior to the licensing or approving the expenditure of funds on any undertaking that may affect properties listed in, or eligible for listing in, the National Register of Historic Places. An "undertaking" could include activities such as the involvement of federal redevelopment monies in a project or the issuance of permits by a federal agency. Compliance with Section 106 includes identification of any National Register or eligible properties in the area of the undertaking that may be affected, agency consultation with the state historic preservation officer and making a determination as to the nature of the effect that the undertaking will have on identified historic properties. Should a determination be made that the historic property

will experience an adverse effect as a result of the undertaking, consultation among the agency, state historic preservation officer and the Advisory Council on Historic Preservation (an independent federal agency) occurs. Through this consultation process the parties attempt to reach agreement on measures to avoid or mitigate the adverse effect on the historic resource.

California Public Resources Code

California state law contains various provisions related to the preservation of the state's historic resources outside of CEQA. The Code provides the statutory authority for the State Historical Resources Commission, the State Office of Historic Preservation and the State Preservation Officer, and the registration of State Historical Landmarks and Points of Interest. Other important state preservation laws include the State Historical Building Code, and the Mills Act which provides property tax relief for historic properties.

Some of the greatest protections under state law are accorded to state-owned historical resources. These include those resources under the ownership of the University of California. As of January 1, 1982 each state agency was required to establish policies to preserve and maintain, when prudent and feasible, all state-owned resources under its jurisdiction listed or eligible for listing in the National Register or State Historical Landmark. State law also mandates the opportunity for comment by the State Historic Preservation Officer (SHPO) on any action taken by a state agency for the alteration or demolition of inventoried historical resources. If the SHPO determines that a proposed action will have an adverse effect on a listed historical resource, the head of the state agency and the SHPO shall adopt prudent and feasible measures to eliminate or mitigate the adverse effects. A detailed explanation of the comment and review process is provided in California Public Resources Code, section 5024.5.

In 1992 the Governor issued Executive Order W-26-92. It requires all state agencies, including the University of California, to identify and safeguard the historic resources under their control. In accordance with this order, each state agency is directed to:

- administer the cultural and historic properties under its control;*
- initiate measures necessary to direct its policies, plans and programs in a way to promote the preservation, restoration and maintenance of state-owned sites, structures and objects;*
- ensure the protection of significant heritage resources are given full consideration in all of its land uses and capital outlay decisions; and,*
- in consultation with the California State Office of Historic Preservation, to institute procedures to ensure that state plans and programs contribute to the preservation and enhancement of significant non-state owned heritage resources.*

As part of the historic resource management plan, state agencies, such as the University of California, must inventory the properties within their ownership and control. Heritage resource management plans and policies shall be reviewed periodically and revised in consultation with the State Office of Historic Preservation.

City of Berkeley Zoning Ordinance

Section 15.1-3 of the Berkeley Zoning Ordinance establishes regulations for the demolition of non-residential structures. The section establishes an avenue for public review of proposed non-residential demolitions, and encourages the preservation and rehabilitation of the existing commercial housing stock in the city while allowing for the demolition of such structures where justifiable. Under this ordinance, a use permit

must be issued for demolition to occur, and the applicant must demonstrate that the demolition will not be "... materially detrimental to the commercial needs and public interest of any affected neighborhood or the City of Berkeley." Should the proposed demolition involve structures forty years or older, the application for demolition is forwarded to the LPC for review and consideration. Through this review process, the LPC may choose to initiate landmark or Structure-of-Merit designation for the property.

Section 15A of the Berkeley Zoning Ordinance establishes procedures and guidelines for design review in non-residential districts. Under these guidelines, all projects proposed in non-residential districts which are set for a public hearing, are to be reviewed by the Landmarks Preservation Commission, if deemed appropriate by Planning Department staff. Factors included in determining the need for design review include project size, visibility and degree of sensitivity of the community. For projects subject to design review, the responsibilities of the LPC are as follows:

- 1) For any project which involves a "Landmark Building" a "Structure of Merit," or a building within a "Historic District" as set forth in the Landmarks Preservation Ordinance, the LPC shall review and approve the proposed changes.*
- 2) For projects, other than those noted above, which involve a building or structure listed on the "State Historic Resources Inventory," or on the "List of Structures and Sites" as officially adopted by the LPC and as provided for in the Landmarks Preservation Ordinance, the application shall be referred to the LPC for comment, prior to Design Review Committee or design review staff approval of the application.*
- 3) For projects, other than those noted in the two sub-sections above which involve a building or structure over 40 years old, the Design*

Review Committee or design review staff shall review and approve such changes, and, in cases where a building or structure may have special architectural or historical significance, as determined by the Secretary of the LPC, the project shall be referred to either the LPC or staff for advisory comments prior to application approval.

- 4) *For all other projects, not otherwise noted in the above three subsections, which are subject to design review, the Design Review Committee or design review staff shall review and approve such changes, and may refer the application to the LPC or its staff for comment in cases where a building may have special architectural and/or historical significance as determined by the Secretary to the LPC for advisory comments prior to application approval.*
- 5) *For design review projects for sign and awning which involve a building or structure listed in the "State Historic Resources Inventory," or on the "List of Structures and Sites," the Design Review Committee or design review staff shall review and approve such signs or awnings, and staff shall review and approve such sign or awnings, and the Design Review Committee or design review staff may refer the project to the LPC or its staff for advisory comments prior to application approval.*

The following mitigation to Impact 1 is added to the bottom of page 4D-8:

Mitigation 3. *Should the demolition of a National Register listed or eligible property involve federal funding (e.g., CDBG funds), the Project Sponsor shall comply with the requirements of Section 106 of the National Historic Preservation Act. [Responsibility: Project Sponsor]*

Comment F-3. The acquisition of property by the University of California is speculative. Major University-sponsored projects are identified in the cumulative development list in Chapter 4A, Land Use. In accordance with Measure N, the City must work with the University to comply with existing plans and policies. Furthermore, regardless of the property ownership, the EIR states on page 4D-6 that even with mitigation the demolition of a landmark property would remain a significant impact.

To provide additional safeguards a new *Plan* policy has been added, Physical Form Element Policy 7.5, which reads as follows:

The City should encourage the University of California--particularly if the University acquires any additional buildings in West Berkeley--to preserve and maintain these buildings to the greatest possible degree.

Comment F-4. Through the Community Development Block Grant (CDBG) program and other federally funded programs, the City of Berkeley is very familiar with federal historic preservation requirements and procedures. The City has implemented and will continue to implement these requirements as they evolve.

Comment F-5. In Historic Preservation Implementation Measure 2.2 there are no funding sources identified for completion of the West Berkeley Historic Survey. The evaluation of funding for this project is beyond the scope of this EIR. This issue should be referred to the City's budget process.

LETTER G: BERKELEY TRANSPORTATION COMMISSION, July 22, 1993

Comment G-1. The purpose of opening Ninth Street from Heinz to Ashby is to alleviate capacity problems at Seventh/Ashby by diverting southbound left turn

vehicles on Seventh Street to the Ninth/Ashby intersection. In accordance with the West Berkeley Plan the Ninth Street residential areas would be protected from through traffic. Access to Ninth Street (north of Heinz) would be controlled by traffic diverters, leaving Ninth Street a safer route for bicyclists.

- Comment G-2.** No determination has been made that parking structures will, in fact, be needed in West Berkeley. If constructed, parking structures would be used only in situations of major current or projected parking needs which are now being provided in a disorganized fashion. By consolidating the parking supply, parking demand and auto use can be more effectively managed.
- Comment G-3.** The City of Berkeley encourages employers to subsidize transit for their employees and will work with AC Transit to develop efficient bus service in West Berkeley. See also Response to comment B-4.
- Comment G-4.** The commenter is correct. The DEIR focuses mostly on developing alternate modes of transportation for large employee centers in West Berkeley because TDM programs have traditionally been planned around the common needs of employee groups. However, the City plans to promote alternate transit modes directly to residents by disseminating information on alternate modes of transit to residents through Berkeley Trip.
- Comment G-5.** To be consistent with the West Berkeley Plan, and General Plan Policy 2.34 which discourages street widening unless: "a) all other feasible means - such as parking restrictions, turning controls, traffic devices, etc. - have been proven inadequate; b) congestion is impeding public transit service or is a clear threat to safety and amenity; and c) no alternative route or means of transportation is available", Mitigation 2 on page 4B-22 of the DEIR has been revised as follows:

Mitigation 2.

The procedure noted below provides a sequence of actions the City can take to mitigate the cumulative impacts. With the exceptions of promoting TDM policies, improving signal coordination on major arterials, and reviewing potential road extensions, the following steps can be implemented on an individual project basis:

Step A

Implement a comprehensive transportation demand (TDM) program to encourage ridesharing, flextime, bicycling, and other means of reducing peak hour trips. TDM measures are most successful in reducing peak hour single occupancy travel generated by office and industrial uses. The TDM measures are not as effective in reducing single occupant travel to retail centers. Increased participation in TDM programs will noticeably improve traffic conditions in the Gilman Street corridor. With large amounts of nearby retail development, the Ashby Street corridor will receive less benefit from increased participation in TDM programs.

Step B

If transportation demand measures do not sufficiently mitigate poor intersection levels of service, determine if operational improvements (signal timing, signal coordination, lane channelization/restriping, restricted turn movements) will reduce traffic congestion at intersections.

Step C

If the required levels of service identified in the West Berkeley Plan cannot be achieved using operational measures alone, consider physical

measures to further improve intersection operations (e.g., widening roads by eliminating on-street parking, or extending Fifth Street from Potter to Ashby to improve circulation). The improvements could be partially funded with development impact fees.

Step D

If none of the above measures improve traffic congestion in West Berkeley, consider reducing the scale or intensity of the proposed development *when appropriate.*

Comment G-6. The potential gentrification effect of redesignation to Mixed Use-Residential is a speculative result of the Plan's implementation and is not an environmental effect that should be addressed in an EIR.

LETTER H: URBAN ECOLOGY, GARY FARBER, June 24, 1993

Comment H-1. This letter reiterates and amplifies concerns expressed by Mr. Farber and Urban Ecology in their October 18, 1992 letter (Letter I in Section 2). The *Plan* and the EIR use the best available methodology to assess the complex relationships discussed by the commenter. These very relationships and how the *Plan* could use them to achieve the best outcomes were the subject of numerous *Plan* meetings, which would have been enriched by Urban Ecology's participation. The *Plan* seeks to balance a number of goals, including maintenance of the economic mix in West Berkeley, continued possibility for growth of the tax base, and an increasing share for non-automotive modes.

It must also be noted that legally an EIR is required to fully explore potential impacts of development, even when the project sponsor (in this case the City) hopes that these impacts can be averted. The City plans

to reduce traffic volumes below those stated in the EIR, but responsible planning requires that the document consider "worst case" or "worst plausible case" scenarios.

Finally, the relationships noted by the commenter are extremely complex, and the planning profession as a whole does not agree on precisely what they are. Many of these relationships have many factors which affect them, and are not necessarily reducible to accurately quantifiable patterns. The commenter has requested analysis which is currently being developed and debated by planning scholars.

Comment H-2. These, too, are planning issues which would have properly been taken up in the *Plan*, not by the EIR.

Comment H-3a. Consistent with City and regional policies, the *West Berkeley Plan* is designed to limit the amount of new parking in the planning area without adversely impacting local merchants and residents. Severely limiting parking or establishing paid parking in commercial areas will not guarantee a reduction in automobile use if free parking is available in nearby residential neighborhoods, and thus the effective "market price" of parking is zero. In addition, if paid parking and transit access is limited, merchants could experience a serious decline in business.

Comment H-3b. The *West Berkeley Plan* concentrates commercial development in existing commercial locations such as San Pablo Avenue. By blocking retail expansion into industrial areas, retail and office uses are directed back towards San Pablo Avenue. San Pablo Avenue zoning also allows multi-family housing, a use which, like retail and office, would support light rail/transit service. In addition, by designating Gilman, University, Dwight, and Ashby along San Pablo as nodes for intensified development (see Physical Form Element) the *Plan* provides focal points for light rail service.

- Comment H-4.** The DEIR identified stop signs as one of many tools to reduce traffic spillover in a residential neighborhood. The City plans to review traffic impacts on residential streets on a case by case basis and recommend improvements (including stop signs, speed humps, narrow lanes, and bicycle-friendly barriers) that are most appropriate for the situation. The air quality implications of stop sign installations should be among the factors considered in choosing methods of traffic control. Street trees have not been demonstrated to slow traffic.
- Comment H-5.** See Response to Comment E-9.
- Comment H-6.** Comment noted.
- Comment H-7.** The *Plan* calls for adequate parking for each site, but does not call for parking necessarily to be at each site. Indeed, the *Plan* recommends that uses within 500 feet of an actual or planned public parking facility be allowed to pay in-lieu fees rather than provide spaces. The City of Berkeley is reviewing the feasibility of developing consolidated paid parking areas. If new on-site parking is permitted, the City Traffic Engineer will work project sponsors to design parking access that will minimize impacts on pedestrians and bicyclists.
- Comment H-8.** See Response to Comment E-10.
- Comment H-9.** The City plans to implement improvements to maintain intersection operations at Levels of Service D or E as specified in the West Berkeley Plan to promote safety and economic health in the City. Increasing intersection capacity by widening streets would be used as a last resort. See Response to Comment G-5.
- Comment H-10.** The City recognizes that high density development uses land efficiently and reduces the reliance on automobiles in areas that 1) encourage pedestrian and bicycle access and 2) are well served by public transit.

Therefore, the City will recommend reduced scale development only if appropriate for the location.

Comment H-11. Comment acknowledged. A levied tax is not a sufficient means of mitigating an environmental impact. Clean-up after the fact is not adequate. Source control of non-point source pollutants is the best mitigation. Street sweeping and public education have been shown to be some of the most effective mitigations. We suggest that the taxation idea be proposed to the state legislature, which has developed California's framework of hazardous materials law.

Comment H-12. Comment noted. Reducing vehicle miles within the project area would have minimally reduce the non-point source pollutant load moving through Berkeley's storm drain system.

Comment H-13. Comment noted. The City's fee structure for registering a business as a hazardous materials user has recently been modified to reflect the amount of hazardous materials used by the business and the degree of hazard posed by those materials. Thus, the recommendations made by the commenter have been largely implemented by the City's Toxics Program.

Comment H-14. According to Patricia Holmes, Toxicologist for the Bay Area Air Quality Management District (BAAQMD), it is not possible to add emissions and get a combined maximum effect. The impacts emitted from each facility differ in time and intensity and are diffused by meteorological conditions. Emissions distribution is a complicated and time consuming analysis. The BAAQMD has looked at the cumulative effects from refineries and PG&E, and even with the addition of these large sources the cumulative risks are still less than the cancer causing background risk of 500 in one million. The background concentrations have been monitored for many years and this data as well as any additional monitoring of toxic air pollutants is available as public information through the BAAQMD.

Regarding Air Quality Impact 7, the mitigation measures proposed by the commenter have validity as a means to reduce motor vehicle emissions. However, they are not within the scope of this EIR to propose and must be carried out on a legislative basis. Increasing the gas tax, raising peak-hour bridge tolls, road tolls, reduction of roadway widening are not appropriate to the role or scope of the *West Berkeley Plan*. The *Plan* itself does call for increased transit service, conformity with the City of Berkeley Trip Reduction Ordinance. All future development should include bus and pedestrian facilities and private BART shuttles. These measures are all within the scope of the *Plan* and would be effective in reducing motor vehicle trips.

Comment H-15. The EIR authors recognize the long-term ecological enhancement value of the "restoration development" proposed by the commenter, which is a variant of the Transfer of Development Rights concept. However, this is an untested concept and one that has not been generally well received by existing property owners at public forums where it has been discussed. Furthermore, the concept, if applied, is chiefly intended for residential property owners. Codornices Creek, (the most likely restoration opportunity for its application in West Berkeley) is bounded by commercial and industrial properties, which are generally too large and specialized for their functions to be feasibly transferred to other sites. This concept would probably be better explored in the revision of Berkeley's *General Plan*, now underway.

LETTER I: URBAN ECOLOGY, GARY FARBER, October 18, 1992

Introduction. This letter was not officially a comment letter written on the DEIR, as it was received between the scoping period and the circulation of the DEIR. Thus, it was not received in time to be considered as part of the scope of the document, nor does it comment directly on the DEIR. Nevertheless, the EIR authors will respond to its contents.

Comment I-1. The point of the Mixed Use-Residential and Mixed Use-Light Industrial

district are to promote various types of mixed use and encourage a continuation of the land use and demographic diversity of the *Plan*. The Mixed Use/Light Industrial District has severe limitations on the conversion of existing manufacturing space to office use (see Land Use Element). The *West Berkeley Plan* seeks to balance the compact and ecological planning approach suggested by the commenter against maintaining continuity with the qualities that make the planning area vital. See also Response to Comment J-1, and the Introduction to the Responses to Comment Letter I, particularly regarding the matter of the inappropriate timing of this letter.

- Comment I-2.** Hundreds of residential units already exist in this area. There is no evidence that hazardous materials and air quality in this area would be detrimental to public health. There have been no industrial accidents or toxic material releases, to the knowledge of the EIR authors, that would suggest that this area be rendered unsuitable for habitation. The noise in this area does not generally exceed levels acceptable for housing.
- Comment I-3.** The commenter presumes that the *Plan's* policies would encourage "more auto-related uses," when the Plan simply does not alter the land use regulations along the San Pablo and University Avenue corridors to prohibit these uses. However, recent development along this street has generally been away from automobile-oriented uses towards more intensive uses. The *Plan's* policy to require retail uses of the four nodes along San Pablo Avenue could allow prohibition of auto-related retail uses in those locations.
- Comment I-4.** The City of Berkeley has already expressed its intent to restore creeks as opportunities become available. This is demonstrated by its Creek Ordinance, which designates 30-foot setbacks from creek channels and calls for the restoration of creeks where feasible in future site planning. The *West Berkeley Plan* also has policy language that promotes creek restoration, i.e. Policy 9.11. This open space policy requires the City to "Improve the usability of access to Codornices Creek and explore

opportunities for uncovering other creeks in the area," (WBP, page 109). Specific plans and mechanisms for improvements along Codornices Creek would be the next logical step. A newly proposed study under Policy 3.6 (in the Physical Form Element) calls for such a detailed plan.

Comment I-5.

The *Plan* allows up to four story buildings in the Commercial District. The concepts that the commenter is proposing are completely consistent with the *West Berkeley Plan*. The *Plan* would allow in the Commercial district, for example, a building with one story of retail space, one story of office space, and two stories of housing. There is no prohibition on upper story commercial uses (as there is in some zoning districts). The focus of the *Plan* in commercial corridors is to have retail uses on the ground floor, especially around the commercial nodes (e.g., San Pablo and Dwight); the *Plan's* contributors decided not to establish a two-story minimum requirement.

Pertaining to Comment 5b, the *Plan* does not preclude the density bonus scenario that the commenter is posing.

Comment I-6.

A discussion of the *Plan's* impacts on traffic and housing is provided in Chapter 4B, Transportation and Chapter 4L, Socioeconomics, respectively. Impacts to traffic associated with the implementation of the *Plan* and its policies are discussed on pages 4B-18 through 4B-35. These impacts include increased traffic, parking and transit demand, and bicyclist and pedestrian safety. Relevant *Plan* policies associated with each impact are identified prior to the listing of mitigation measures. The objective of these policies is to minimize traffic impacts associated with the *Plan* through the regulation of development, the maintenance of level of service thresholds at West Berkeley intersections, the installation of traffic control devices, and trip reduction strategies.

Chapter 4L of the DEIR, addresses impacts to the jobs/housing balance. Impact 5 (page 4L-9) and Impact 6 (page 4L-10) address increased

demand on housing and the jobs/housing ratio. As stated in Socioeconomics Impact 5:

The City's housing mitigation policy would require mitigation payments for the low and very low income housing demand generated by these (*Plan*-induced) new jobs. Using the analysis in *Documentation of Linkage* results in an estimate of 84 low income and 92 very low income housing units that would be required under the *Plan*. These would require mitigation payments totalling \$6,684,000 (in current dollars). *This represents a potentially significant impact.*

Mitigation 1 to Impact 5 (page 4L-9) provides a mechanism for identifying a project sponsor contribution to the City's affordable housing efforts.

Comment I-7.

The *Plan* does not promote regionally oriented trade everywhere in the planning area but only as a continuation of regionally oriented retail already present, i.e. to those commercial areas closest to the Freeway, notably Seventh Street/Ashby Avenue and Fourth/Hearst Streets. In addition, the specific impacts of any particular proposal for a regionally oriented business would be disclosed by CEQA analysis of the given project, and mitigations would be developed to guide the permitting process. Otherwise, the *West Berkeley Plan* supports the commenter's intent of local-serving retail uses. That is, Goal 1 of the Physical Form Element calls for the "Preservation and Enhancement of the vital commercial corridors, particularly San Pablo...with intensification of commercial and mixed use development at key intersections or nodes," (page 104). In particular, one of the policies for nodes and corridors call for "encouraging neighborhood-serving retail business" (Policy 1.5). The district concept and pattern reinforces this policy. It should also be recognized that many types of goods, such as appliances, electronics, and building materials, are overwhelmingly sold in regional-serving stores. Were Berkeley to forgo regional-serving retailers, it

would forgo the sales and sales tax revenue from many types of businesses.

Comment I-8. Existing and new regulations, including policies of the City of Berkeley, that require companies to quantify, report, and reduce their waste generation have the effect of encouraging them to look for alternatives that are less costly to manage. Treatment and disposal costs in particular are very high already. Business interest in being environmental friendly has induced many firms to conduct comprehensive reviews that will lead to production changes that could significantly change the nature of and reduce the volume and toxicity of their waste streams. The idea that "deposit" fees could be refundable and thus avoid creating the incentive to illegally dump materials is interesting, and would have to be pursued on a state or national level.

The City of Berkeley is implementing "market" approach by developing a new fee schedule whereby firms that use less hazardous materials would pay lower fees than those that use more hazardous substances. The degree of hazard is also considered in the fees. The City is revising the Hazardous Materials Ordinance (Berkeley Municipal Code 11.52) to include a new fee schedule, among many other changes.

Comment I-9a. The point that lower speeds can contribute to pedestrian friendliness is well taken. However, reducing the speed limit does not always reduce speeds. In the case of San Pablo Avenue, peak hour speeds through Berkeley are uniformly less than 25 mph. The City will request off-peak speed studies of CalTrans to determine whether a change of speed limit would be helpful at such times.

Comment I-9b. The EIR does address the increase in transportation noise as a result of Plan growth (see Section 4K). The EIR, however, does not find the increase in traffic related noise to be a significant impact of the Plan. See Table 4K-4 for the existing and future traffic noise levels in the

Plan area. It would be beyond the scope of this EIR to recommend alternative modes of transportation for a less-than-significant impact. Both the Transportation section (4B) and the Air Quality Section (4J) recommend measures to reduce motor vehicle use and promote bicycle and pedestrian use. Electric autos and carts are not currently readily available or practical for the average citizen.

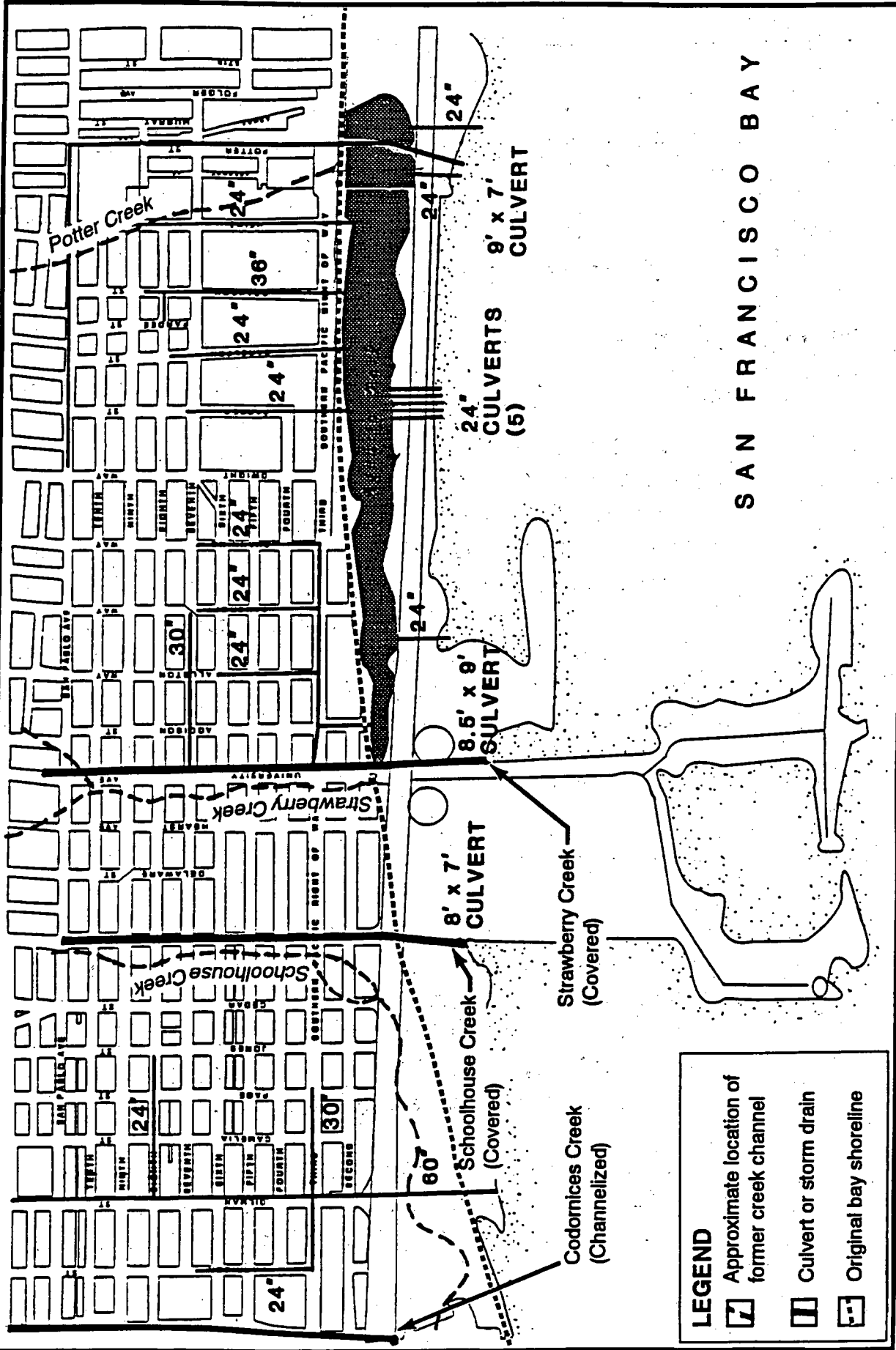
Comment I-9c. Urban storm water quality is effected by many different types of activities. These activities include home maintenance, landscaping, construction, vehicle traffic, and land use. The studies cited in the DEIR (pages 4G-4 - 4G-6) describe the relative pollutant load comparisons from different land uses- residential, industrial, and commercial. These categories are broad but they do take into account the types of activities associated with each land use which would include relative amounts of vehicle traffic. The DEIR was completed for changes in land use and zoning, therefore the relative comparison of land uses and their contribution to non-point source pollutants is valid and a specific vehicular impact is not needed. See also Response to Comment H-12.

Comment I-10. A discussion of the creeks that transect the planning area is provided in Chapter 4C, Urban Design/Visual Quality, page 4C-8. As stated on page 4C-1:




The discussion that follows focuses on the relationships among the primary components that make up the urban design fabric of West Berkeley: 1) gateways and entry corridors; 2) commercial nodes; 3) prominent visual and urban design features (including historic dwellings, and the "Ocean View" district); 4) view and creek corridors [emphasis added]; and 5) public sites.

The location of West Berkeley's creek corridors is indicated in Figure 4G-1 on page 4G-2 of the DEIR. The figure has been revised to indicate the historic location of the creeks and is included in the FEIR.

FIGURE 4G-1 MAJOR STORM DRAINS AND CREEKS



LEGEND

-  Approximate location of former creek channel
-  Culvert or storm drain
-  Original bay shoreline

N Scale: 1" = 2000'

- Comment I-11.** See Responses to Comments H-3b and I-7.
- Comment I-12.** Studying possible locations for satellite parking was an implementation study recommended by the Land Use Element. This proposed study has been deleted from the *Plan*.
- Comment I-13.** The City has commissioned a parking study to determine the benefit/feasibility of providing consolidated parking in West Berkeley. See also Response to Comment H-1 regarding the timing the proposals made in 13a, 13c, and 13d. With regard to 13d, the playground in Aquatic Park was planned as part of the Aquatic Park Master Plan to meet the stated needs of West Berkeley parents and residents.
- Comment I-14.** See Responses to Comments H-7 and I-13.
- Comment I-15.** Competition for parking in some portions of West Berkeley encourages shoppers to park once for multiple destinations in violation of the posted parking rules. This issue will be discussed further in the Parking Consolidation Study being prepared for the City.
- Comment I-16.** The BAAQMD Trip Reduction Rule applies only to employee travel and parking standards include the need for employee, visitor, shopper, and client parking, to name a few. Therefore, it is difficult to make a direct correlation between parking standards and BAAQMD requirements. Parking standards for West Berkeley are below the level which would allow everyone to drive alone.
- Comment I-17.** This information is more appropriately included in a focused parking study.
- Comment I-18.** Comment noted.
- Comment I-19.** The issue of a parking "maximum" had not been discussed in the *West*

Berkeley Plan process. It will be reviewed as zoning to implement the *Plan* is developed. As a practical matter, few developers provide much more than the mandated minimum, except when required to by environmental considerations.

- Comment I-20.** Berkeley's Redevelopment law parking requirements will be changed to be consistent with those in *West Berkeley Plan* (WBP).
- Comment I-21.** See Response to Comment H-4.
- Comment I-22.** Crosswalks will be located at each side of all major intersections where safe and feasible.
- Comment I-23.** The WBP Planning Committee, supported by the Planning Commission, made a land use decision not to ban fast food restaurants. Banning such uses would create many non-conforming uses.
- Comment I-24.** The *Plan* does consider the beneficial impacts that creating a pedestrian-friendly streetscape can have on mode choice.

LETTER J: SIERRA CLUB, CHUCK SIEGEL, October 18, 1992

- Comment J-1.** The *West Berkeley Plan* supports the type of transit-centered development on commercial corridors that the commenter advocates. While the *Plan* does not call the proposed pattern an "urban village," the approach and goals are very similar. The *Plan* designates nodes for intensified development along San Pablo Avenue at Gilman, University, Dwight and Ashby. The *Plan's* Housing Element Policy 4.1 calls for the City to "Develop planning incentives for housing at commercial nodes. Such incentives might include allowing the same parking spaces to serve both residential and commercial uses in the building." Physical Form Element Policies 1.3-1.5 spell out that these nodes should be pedestrian-friendly with neighborhood-serving retail uses.

The WBP is, in fact, supportive of most of the principles behind the commenter's intention to focus development along the San Pablo Avenue corridor. Goal 1 of the Physical Form Element calls for the "Preservation and Enhancement of the vital commercial corridors, particularly San Pablo...with intensification of commercial and mixed use development at key intersections or nodes," (page 104). Plan policies for nodes and corridors call for encouraging neighborhood-serving retail business (Policy 1.5), combining residential and office uses (Policy 1.8) and encouragement of infill development of 2 to 4 stories (Policy 1.9). See also Response to Letter H-1.

Comment J-2. See Responses to Comments E-9, E-10, and H-3a.

Comment J-3. Comment noted. The City of Berkeley is supportive of creek preservation and enhancement, as discussed in the Response to Comment I-4.

LETTER K: Berkeley Architectural Heritage Association, Anthony Bruce, Executive Director (No Date Provided)

Comment K-1. The comment is noted. The third sentence of the first paragraph on page 4D-1 of the DEIR is revised to read as follows:

West Berkeley is the oldest part of Berkeley, with its original settlement as the community of Ocean View dating to the 1850s.

The following text is also added before the last sentence of the first paragraph on page 4D-1:

. . . serving San Francisco and Oakland. Early business ventures in the community included the roadhouse of Captain W. F. Bowen located at the intersection of what is now the northwest corner of San Pablo Avenue and Delaware Street. The roadhouse,

established in 1853, became the Ocean View's first grocery and feed store, and was a station for the stages which ran from Oakland. Among the businesses that capitalized on the area's proximity to the Bay was the shipping enterprise of Captain J. Jacobs, also established in 1853, that transported grain and freight to San Francisco. The business was a fast success and became so well known that the community often was referred to as Jacob's Landing. The community's industrial component developed

Comment K-2. The scope of the *West Berkeley Plan EIR*, as developed through consultation with City staff, defines "historic resources" as historic buildings. The preliminary environmental review and initial study for the *West Berkeley Plan* does not indicate a likelihood for the presence of archaeological resources within the planning area. The following revision is made to the second paragraph on page 4D-6 of the DEIR:

According to Appendix G(j) of the CEQA Guidelines, ". . . a project will normally have a significant effect on the environment if it will: disrupt or adversely affect a prehistoric or historic archaeological site or a property of historic or cultural significance to a community or ethnic or social group; or a paleontological site except as a part of a scientific study." Because the planning area is a largely built-out urban area, the presence of large quantities of undisturbed archaeological resources is not likely. For purposes of this analysis, the term "historic resources" represents historically significant buildings. The significance of the potential impacts is

Comment K-3. The *CEQA Guidelines* definition of historic resources cited by the commenter is provided on page 4D-6 of the DEIR. While a significant proportion of the buildings within the planning area are over 50 years old, some of these buildings have undergone substantial alteration or do not possess unique architectural features or craftsmanship.

Consequently, the need to protect all old buildings in West Berkeley as "historic" cannot be substantiated. The significance criteria applied in the impact discussion relies on the City's inventory of buildings in the planning area. This inventory ranks buildings according to architectural and historical significance to the community, including its ethnic and social groups.

The City of Berkeley does not have an established threshold for determining the significance of a change to a recognized historic building. The significance criteria in the EIR relies on the conclusions of local and national inventories regarding the importance of a particular building in the context of the history of Berkeley, the Bay Area, the state and the nation.

The commenter's position that the acts of demolition or alteration identified in the significance criteria are "weak and restrictive" in relationship to the CEQA definition of a significant impact to historic resources is unclear. The EIR authors interpret the terms "disrupts" and "adversely effects" as demolition or alteration of the actual resource or its historical context.

The Berkeley Planning Department provided a listing of Berkeley City Landmarks as a reference for incorporation into the Historic Resources analysis. Furthermore, Goal 7, Policy 7.2 of the *West Berkeley Plan* calls for facilitating the completion of the West Berkeley Historical Survey and designation of additional landmarks accordingly (page 4D-7 of the DEIR). The purpose of the EIR is to consider full realization of the *Plan*. Accordingly, the analysis assumes that all properties in West Berkeley will be inventoried and an evaluation made of their historic value.

Comment K-4. The DEIR already acknowledges that Goal 7, Policy 7.1 of the *West Berkeley Plan* calls for the review of each of the area's buildings on the State Historic Resources Inventory and the Landmarks Preservation

Commission Priority List for Landmark Designation. The following text revisions shall be made to the DEIR to acknowledge impacts to buildings included in the State Historic Resources Inventory:

Page 4D-6

- *Less-Than-Significant:* Major features of the *Plan* or its implementation, which would not require the demolition, alteration or relocation of any *properties listed or eligible for listing on the National Register* ~~listed properties~~, *properties included in the State Historic Resources Inventory*, Structures of Merit, or locally listed landmarks or districts.
- *Potentially Significant:* Impacts of the Plan that would necessitate modification of nationally, *state*, or locally listed landmarks or districts.
- *Significant:* Major features of the Plan that would involve the demolition of nationally, *state*, or locally listed historic resources within the planning area, or that would involve insensitive alteration of such resources and/or their historic architectural context.

Page 4D-7

Mitigation 1.

The City shall prioritize the listing of historic buildings in the planning area. This prioritization should determine whether any properties that are not currently (as shown in Figure 4D-1) listed on the National Register, *included in the State Historic Resources Inventory*, nor are designated as Structures of Merit are worthy of landmark protection and, if so, identify criteria as to why

they are historically significant. This process will serve to

Mitigation 2. In instances where proposed development involves the demolition of a nationally, *state*, or locally recognized landmark, the following steps shall be taken

Page 4D-9

Mitigation 2. During design review the LPC shall encourage any alteration of rehabilitation of National Register *listed or eligible* properties to occur

Comment K-5. The comment is one on the *Plan* rather than the EIR. The *West Berkeley Plan* includes Heritage Areas as Implementation Measure 2.6 of its Historic Preservation Implementation Measures (see page 113 of the *Plan*). *The measure calls for the designation of Heritage Areas and the development of guidelines for rehabilitation and new construction within them.* The Heritage Area concept, as outlined in the *Plan*, is that people in the area would voluntarily seek designation of an area, not that the City would mandate such an area. The *Plan* includes implementation measures which are intended to encourage maintenance and sensitive reuse of historic buildings.

Comment K-6. The comment is noted. Refer to response to Comment 5 above. Full realization of the Historic Preservation Implementation Measures included in the *Plan* in conjunction with the City's Landmarks Preservation Ordinance would serve to protect the remaining historic structures within West Berkeley. The text of the last sentence of the second paragraph on page 4D-11 is revised to read as follows:

Implementation of the *Historic Preservation Implementation Measures included in the Plan in conjunction with the City's Landmarks*

Preservation Ordinance would serve to protect the remaining historic structures within West Berkeley.

LETTER L: PARKER PLAZA ATRIUM OFFICE CENTER, Dennis Cohen, July 13, 1993

Comment L-1. The traffic analysis prepared for the *West Berkeley Plan DEIR* assumes that heavy industrial and warehouse land uses will decrease in the area near the referenced site while office development will increase by 12,000 square feet. Based on the trip generation characteristics for autos in the planning area, the Parker Plaza office site will add over 100 trips to the roadway network. The traffic will add over 100 trips to the roadway network. The traffic will be distributed primarily to the San Pablo/Dwight and Seventh/Dwight intersections. A preliminary review indicates that these intersections will have adequate capacity to accommodate the additional development.

The addition of 60,000 square feet of office development near Ninth Street and Dwight is not significant enough to change the conclusions of the DEIR; however, a separate study of this project would be needed to identify specific localized traffic impacts.

LETTER M: WOOD PROPERTIES, LARRY HAYDON, July 16, 1993

Comment M-1. This is a comment on the *Plan* rather than on the contents of the EIR. A complete analysis of the *Plan's* impact on traffic is provided in Chapter 4B, Transportation of the EIR. The relationship between land use designations and increased vehicular traffic with implementation of the *Plan* is discussed on Impact 1, pages 4B-19 through 4B-23 of the DEIR. Traffic impacts to residential neighborhoods are addressed in Impact 1a, pages 4B-23 and 4B-24. Mitigation recommended in association with transportation impacts encourage single occupancy

vehicle trip reduction through improved transit and shuttle service. Refer to Mitigations 1 and 2, page 4B-22, for a more detailed discussion of approaches to trip reduction.

In addition, the EIR authors disagree with the contention that the *West Berkeley Plan* would necessarily aggravate traffic through the creation of more "segregated" zoning patterns. The *Plan* encourages mixed use in the establishment of the Mixed Use/Light Industrial, Mixed Use/Residential Districts, and Commercial Districts. Restaurants are specifically permitted in each of these districts, as are business service retailers. Employees would also not need to go far for services not already available in the Manufacturing Districts. They would travel one to three blocks before they would reach a district where new selected retail uses can be established. The commenter should not assume that people might feel obliged to use their cars to travel such short distances.

Comment M-2. The comment is noted. This is a comment on the *Plan* rather than on the contents of the EIR.

Comment M-3. "Segregated" zoning is a plan-related, not an environmental issue that would be addressed by CEQA. However, it should be noted that the *Plan* does not, in fact, create many non-conformities. This is shown by Figure 4A-4 in the DEIR. In addition, both the *West Berkeley Plan* and the Zoning Ordinance provide non-conforming uses with the ability to remain and even expand modestly.

LETTER N: MICHAEL VANDEMAN, June 23, 1993

Comment N-1. Bicyclists and pedestrians can also be disadvantaged by traffic congestion. Maintaining intersection levels of service within the LOS D/E thresholds improves conditions for pedestrians, bicyclists, and motorists without increasing the incentive for more people to drive.

- Comment N-2.** The City of Berkeley is developing a Bicycle Master Plan which identifies safe bicycle routes that avoid congested streets.
- Comment N-3.** See Response to Comment H-3a.
- Comment N-4.** Comment noted. See Response to Comment E-9.
- Comment N-5.** Comment noted. See Responses to Comments G-5 and H-9.
- Comment N-6.** Comment noted.
- Comment N-7.** "Natural Resources" was not identified as a significant issue in the Notice of Preparation for the *West Berkeley Plan*. It was determined that no significant biotic impacts would be anticipated as result of the Plan's implementation, largely because of the built-out nature of the planning area and that anticipated projects would constitute re-development of existing sites, and not involve conversion of any natural habitats. Consequently, no impact analysis was performed for biological issues. The materials attached to the letter do not concern the EIR or the *West Berkeley Plan* and thus are not responded to.

**O (ORAL COMMENTS). CITY OF BERKELEY PLANNING COMMISSION
PUBLIC HEARING, June 9 and 23, 1993.**

- Comment O-1.** See Responses to Comments K-5 and K-6 regarding the issue of Heritage Districts.
- Comment O-2.** The EIR is not intended to plumb the nature of the historic resources, but rather to augment the historic resources discussion already present in the *West Berkeley Plan*. The commenter is referred to pages 87 to 93 of the *Plan* for a more in-depth discussion of the historic resources. See also Response to Comment K-1. The Historic Resources section of the DEIR does not omit the Niehaus House. Major facts about the

building are listed in Table 4D-1 under Resource No. 2; its location is also shown in Figure 4D-1 under the same number. The EIR authors are not clear which false front buildings the commenter is referring to. It is likely that they are the ones contained in the "Delaware Street Historic District," Resource No. 4 shown in Figure 4D-1 and likewise listed under the corresponding table.

- Comment O-3.** Comment noted. Survey funding is not a CEQA-related issue.
- Comment O-4.** See both Urban Ecology sets of written comments, i.e. Letters H and I and the Responses to Comments H-1 through I-24.
- Comment O-5.** See Responses to Comments I-7 and J-1.
- Comment O-6.** The traffic model used for the *West Berkeley Plan* DEIR separates commercial/retail land uses into two categories: low and high trip generators. "Mom and Pop" retail establishments are classified as low trip generators, while "Fourth Street type" business are high trip generators. The trip generation rates are based on the *ITE Trip Generation Manual* for retail centers and are adjusted to account for City of Berkeley travel characteristics. One of the adjustment factors accounts for large proportions of p.m. peak hour visits to certain retail and service uses resulting from pass-by or diverted travel (i.e. incidental visits by travelers with another destination in the same vicinity).
- Comment O-7.** One of the goals of the *West Berkeley Plan* is to maintain compatible land uses in the vicinity of residential areas and to minimize the impacts of increased development on neighborhood streets. Where feasible, neighborhood serving uses would be encouraged; however, increased development near San Pablo Avenue and University Avenue may cause some traffic to spill over into adjacent neighborhoods. The City of Berkeley plans to monitor the impacts of spillover traffic and work with individual neighborhoods to identify acceptable solutions to traffic-related problems.

- Comment O-8.** That range is addressed under Mitigation 2, Step A, which notes that labs that do not use "chemicals above Business Plan quantities" should be allowed in non-residential districts.
- Comment O-9.** The DEIR does, in fact, offer a strong noise standard that is based on the City of Berkeley's Noise Element. The performance standards are spelled out on page 4K-7 under the significance criteria and are applied in Mitigation 2 to Noise Impact 1, on page 4K-8 and in Mitigation 1 to Noise Impact 2, on page 4K-10 through 11.
- Comment O-10.** Comment noted.
- Comment O-11.** The likelihood of UC purchasing land in West Berkeley is not great, particularly as the *Long Range Development Plan* does not identify any sites for future development that the University does not already own in the Planning Area. This is underscored by the University's increasing fiscal constraints. The City is already required by Measure N to make every effort to persuade the University to adhere to the city's land use laws and regulations including the *West Berkeley Plan*. This would also apply to the continued existence of the homeless shelter, which is on UC land. The University's Northwest Berkeley Draft Master Plan indicates that they will maintain the shelter.
- Comment O-12.** See Letter F from the Landmarks Preservation Commission, i.e. Responses to Comments F-1 through F-5.
- Comment O-13.** Comment noted. The DEIR briefly discusses these historic "bits and pieces," listing those designated landmarks in Table 4D-1 and illustrating them in Figure 4D-1. The *Draft West Berkeley Plan* describes the 19th century town in detail on pages 87 to 89 and addresses the World War II industrial period on pages 90 to 91.
- Comment O-14.** The policies contained in the Physical Form Element of the *West Berkeley Plan*, notably policies 1.9, 5.3, 6.2, 7.1, 7.2, 7.3 and 7.4,

reflect basic agreement with the understanding that preservation planning is compatible with the interests of the city and of its economic growth.

Comment O-15. See Berkeley Architectural Heritage Association, Letter K, Responses to Comments K-1 through K-5.

Comment O-16. The Historic Resource significance criteria in the DEIR (page 4D-6) has been modified, as well as Mitigation 1 to Impact 1 (page 4D-7) to include the State Historic Resources Inventory. See Response to Comment K-4 for the specific revisions.

Comment O-17. The commenter is correct. The *Plan* maps will be corrected accordingly.

Section 4. Mitigation Monitoring Program

Section 4: Mitigation Monitoring Program

Note: The following mitigation monitoring program consists of a table of significant impacts and their corresponding mitigations, the entity(ies) responsible for carrying them out, and the recommended time period within which to implement them. The "verification" column is for use in the field by mitigation monitors to confirm compliance with the given measures. Mitigations provided represent summaries of measures for which the complete text appears in the *Draft EIR*. The measures also reflect revisions to text noted in the Response to Comments section.

WEST BERKELEY PLAN MITIGATION IMPLEMENTATION CHECKLIST

Verification
of Compliance
Initial / Date

Implementation
Responsibility

Mitigation Requirement

Significant Impact

Land Use

Impact 1. Conflicting land uses along the shared edges of two districts. Conflicts could involve odor, excessive traffic, noise, or other substantial nuisances.

The City shall implement the following procedure within its use permit process:

- A) Identify whether the proposed land use differs from any adjacent use, such that it might be inconsistent or require a use permit (UP).

- B) If the project conflicts with any existing adjacent use, require a UP.

- C) Determine environmental thresholds which could be exceeded by the project. If any are exceeded, incorporate the applicable standard mitigations for these topics into the specific conditions of approval for the UP.

City of Berkeley
Planning
Department,
Zoning Division

Immediately
following
submission of
project application.

Significant Impact	Mitigation Requirement	Implementation Responsibility	Implementation Schedule	Verification of Compliance Initial / Date
<p>D) If the potentially conflicting use is residential or live-work space, ensure that a disclosure statement is included with the Codes, Covenants, and Restrictions, lease/rental agreements, or title papers related to the property.</p>				
<p>Impact 2. Land use conflicts would primarily be between pockets of residential uses and manufacturing or office uses. Conflicts would largely consist of any residential-perceived nuisances or hazards.</p>	<p>Implement Mitigation 1 to Land Use Impact 1.</p>	<p>City of Berkeley Planning Department, Zoning Division</p>	<p>Immediately following submission of project application.</p>	
<p>Impact 3. The cumulative land use impacts would result in a significant increase in traffic through the planning area, notably on the major streets, and in the intensification of the urban character in the area.</p>	<p>Implement the mitigations from Transportation Impact 6.</p>	<p>City of Berkeley Planning Department, Department of Public Works</p>	<p>See Transportation Impact 6, Implementation Schedule.</p>	
<p><u>Transportation</u></p>				
<p>Impact 1. Implementation of the <i>Plan</i> would increase vehicular trip generation in West Berkeley. The increase in trip generation would result from approximately 1.55 million square feet of development.</p>	<p>The City shall monitor projects to ensure that intersection levels of service do not fall below the threshold of LOS D/E. The City shall support measures that reduce single occupant vehicle trips.</p> <p>The City shall implement the following procedures to mitigate cumulative transportation impacts:</p>	<p>Planning Department, Public Works Department</p>	<p>Annually conduct traffic counts along selected street segments as part of the Alameda County Congestion Management Agency monitoring</p>	

Verification
of Compliance
Initial / Date

Implementation
Responsibility

Mitigation Requirement

Significant Impact

Implementation
Schedule

<p>A) Implement Transportation Demand Management (TDM) programs to encourage ridesharing, flextime, transit, bicycling, etc.</p>	<p>Program.</p>		
<p>B) Determine if operational improvements will reduce traffic congestion at intersections.</p>	<p>Identify appropriate improvements on a project by project basis through the traffic impact study process.</p>		
<p>C) If the required LOS identified in the Plan cannot be achieved using operational measures alone, consider physical measures to further improve intersection operations.</p>	<p>Continually look for new sources of funding to support TSM/TDM programs.</p>		
<p>D) If none of the above measures are sufficient to control congestion, consider reducing the scale or intensity of the development where appropriate.</p>	<p>Respond to neighborhood concerns and complaints as requested.</p>		
<p>Impact 1a. Increased intersection delays and congestion at Plan build-out may cause traffic to spill over onto adjacent residential streets.</p>	<p>Planning Department, Public Works, Neighborhood groups</p>		
<p>Impact 2. Increased parking demand would result in areas of parking shortfalls during peak periods.</p>	<p>Planning Department, AC Transit, Project Sponsors</p>	<p>Promptly carry out recommendations of the Consolidated Parking Feasibility Study.</p>	
<p>Offer additional transit service, BART shuttles and pedestrian/bicycle facilities as alternative modes of transportation.</p>			

Verification
of Compliance
Initial / Date

Implementation
Responsibility

Mitigation Requirement

Significant Impact

Impact 2a. Recommended parking standards in the *Plan* call for only one third the number of spaces for restaurants, potentially creating a shortfall during peak periods.

Adopt zoning standards enabling planning staff to request that use permit applicants prepare a parking study if:
A) an existing parking deficiency exists within 1000 feet of the project site, and the proposed use is expected to increase the deficiency; or

B) the proposed use is expected to create a deficiency. City Planning staff will identify the elements to be included in the study.

Enforce parking standards on a project by project basis during the application review phase.

Planning Department and Zoning Division

Impact 3. Demand for transit, including shuttle service to BART would increase as a result of *Plan* build-out.

Submit documented increases in transit demand due to new development to AC Transit and the Metropolitan Transportation Commission (MTC) to be considered for transit service changes.

Contact AC Transit to establish optimal bus routes.

Planning Department

Encourage project sponsors of large manufacturing, office, and/or R&D development to establish Local Transportation Management Agencies (TMAs).

Annually send information packets on TMAs to large employers.

Planning Department and TMAs

Coordinate with AC Transit to identify local transit needs, and develop efficient use of transit and re-routing in the planning area.

Contact AC transit within one year of *Plan* approval

Planning Department

Verification
of Compliance
Initial / Date

Implementation
Responsibility

Mitigation Requirement

Significant Impact

Impact 4. Buildout under the *Plan* would generate increased traffic, pedestrian and bicycle activity and reduce the personal safety of pedestrians and bicyclists.

The City should provide improved bicycle and pedestrian facilities such as bike lanes, overcrossings and sidewalks, as well as review the feasibility of using existing on-street parking or portions of lanes for bike- or pedestrian-ways.

Planning Department, Public Works Department
Implement recommendations in the *Berkeley Bicycle Plan* whenever feasible.

Consider the recommendations that will be offered by the *Berkeley Bicycle Facility Study*, which is currently being prepared.

Planning Department, Public Works Department
Within six months of approval of *Berkeley Bicycle Plan*

Annually review the number of accidents related to train activity and assess the need for improvements. Initiate the application process for a grade separated interchange if monitoring indicates grade separation is warranted. [Responsibility: Public Works Department]

Planning Department, Public Works Department
See implementation schedule to Transportation Impact 1. Incorporate accident review into traffic count.

Improve safety at railroad crossings for bicyclists by creating a smooth travel surface over railroad tracks that intersect the designated bicycle routes.

Public Works Department
As part of department's Capital Improvement Program

Significant Impact	Mitigation Requirement	Implementation Responsibility	Implementation Schedule	Verification of Compliance Initial / Date
<p>Impact 5. The number of passenger trains in West Berkeley is expected to increase. This will result in additional traffic and parking demand.</p>	<p>Increase transit and shuttle service to reduce vehicle traffic and parking requirements in the area.</p>	<p>Planning Department, AC Transit</p>	<p>Within three months of <i>Plan</i> approval, document existing train service and boardings on an annual basis. Coordinate with AC Transit to increase transit service to train stations as ridership increases.</p>	
<p>Impact 6. Cumulative traffic will result in significant congestion.</p>	<p>Implement Mitigation 2 to Transportation Impact 1.</p> <p>The City shall coordinate with the Cities of Albany, Oakland, and Emeryville to make transit and TDM programs more available.</p> <p>Consider road widening/lane geometry improvements for the intersections of Gilman/San Pablo, Cedar/San Pablo, Sixth/University, Seventh/Ashby, and Ashby/San Pablo (Figure 4B-7)</p> <p>Improve signal timing at certain key intersections (as noted in Table 4B-6).</p> <p>If the City is unable to implement signal timing improvements at Gilman/San Pablo Avenue, it shall evaluate the feasibility of repaving Harrison Street and signaling the</p>	<p>Planning Department, Public Works, project sponsors</p>	<p>Immediately establish method for funding recommended TDM and intersection improvements. Implement improvements when monitoring of traffic studies indicate that intersection operations exceed specified limits.</p>	

Verification
of Compliance
Initial / Date

Implementation
Responsibility

Mitigation Requirement

Significant Impact

Harrison/San Pablo intersection to increase the capacity of Harrison Street.

If the LOS cannot be mitigated using the above techniques, the City may take several actions: 1) request developer participation in a TSM program; 2) reduce the scale of the development; or 3) collect development impact fees to reduce single occupancy vehicle travel.

Urban Design/Visual Quality

Impact 1. Significant public views toward the Bay and Berkeley hills and/or other visual landmarks could be partially or wholly obscured as a result of new construction in the planning area.

If a project would exceed two stories (30 feet) within an east-west public view corridor and exceed the height of adjacent buildings, the following procedure should be followed within the design review procedure:

- A) Request that project sponsors show proposed building massing through use of wireframe or photo-simulation techniques.
- B) Call for the project to incorporate stepped back building heights and/or broken rooflines in its designs.
- C) Require inclusion of outdoor signage (if any) in the plan review process.
- D) Where appropriate, require the inclusion of landscape plans to improve visual

City of Berkeley
Planning
Department,
Design Review
Committee,
project sponsors

On project-by-project basis, following submission of project application (commercial and industrial land use permits only).

Significant Impact	Mitigation Requirement	Implementation Responsibility	Implementation Schedule	Verification of Compliance Initial / Date
<p>Impact 2. Alteration of the visual character may occur due to new development at key entrances into West Berkeley.</p>	<p>quality, as part of a project's application packet.</p> <p>The City should define the type of gateway image it wishes to convey at each of the entries into West Berkeley and incorporate specific recommendations for treatment of existing facades into its Facade Improvement Program.</p> <p>All new development and associated signage proposed along recognized gateways shall continue to undergo design review.</p> <p>The City should plant street trees at regular intervals on sidewalks along the entry corridors to foster a sense of arrival. A street tree requirement should be incorporated into the area's design guidelines.</p> <p>The City's capital improvement and public works programs should use urban design guidelines to direct future improvements.</p> <p>The City shall discourage new parking lots adjacent to gateway corridors. Project sponsors should explore the feasibility of locating parking behind or under buildings.</p>	<p>City of Berkeley Planning Department, City Council, project sponsors</p>	<p>Prior to completion of Facade Improvement Program.</p> <p>Project-by-project basis (during review of commercial land use applications).</p> <p>Within the first five years of the <i>Plan's</i> implementation.</p> <p>As funding becomes available.</p> <p>On project-by-project basis (during review of commercial applications).</p>	

Verification
of Compliance
Initial / Date

Implementation
Responsibility

Mitigation Requirement

Significant Impact

City of Berkeley
Design Review
Committee,
project sponsors

All projects proposed in existing places of visual distinction in nonresidential districts shall undergo design review.

Impact 3. Impacts to places of visual distinction would occur if new development disrupts building scale, landscaping or other factors.

City of Berkeley
Planning
Department,
LPC, project
sponsors

The City shall prioritize the listing of historic buildings in the planning area. Where proposed development involves demolition of a nationally, state, or locally recognized landmark, the following steps should be taken:

Impact 1. Historic buildings could be demolished as an indirect result of proposed changes in land use designations.

Historic Resources

- A) Request the applicant prepare a brief study demonstrating the economic feasibility of adaptively re-using or renovating the historic structure as part of the permitted project.
- B) Review retention feasibility study and prepare findings and recommendations to the Landmarks Preservation Commission (LPC) for their comment.
- C) If retention is infeasible, request preparation of an inventory of the structure to be demolished to the standards of the Historic American Building Survey.

Process initiated
within six months
of Plan's adoption.

Significant Impact	Mitigation Requirement	Implementation Responsibility	Implementation Schedule	Verification of Compliance Initial / Date
	<p>D) Submit written and photo documentation to the LPC prior to demolition for review, comment and approval.</p> <p>E) Require applicant to place a historic plaque in a prominent location.</p>	Project sponsor	Initiate Section 106 compliance on a project-specific basis as needed.	
<p>Impact 2. Alteration of historic landmarks in the planning area which diminish the architectural integrity of the landmark.</p>	<p>Should the demolition of a National Register listed or eligible property involve federal funding, the project sponsor shall comply with the requirements of Section 106 of the National Historic Preservation Act.</p> <p>If an individual or project sponsor proposes inappropriate alterations to a recognized landmark that would diminish its architectural integrity, the applicant shall be directed to redesign the project to harmonize with the landmark in question. LPC to review and comment.</p> <p>OR</p> <p>During design review, the LPC shall encourage any alteration or rehabilitation of National Register listed or eligible properties to occur in accordance with the Secretary of Interior standards.</p>	<p>Planning Department (Zoning Division), LPC, project sponsors</p> <p>During project application review for projects adjacent to historic buildings.</p>		
<p>Impact 3. Projects proposed next to designated landmarks might adversely affect the relationship of the landmark building to its urban context.</p>	<p>The City shall require that projects undergo design review with consideration for the historic context of the proposed development</p>	<p>Planning Department (Zoning Division), LPC,</p>	<p>During project application review for projects adjacent to historic buildings.</p>	

Significant Impact	Mitigation Requirement	Implementation Responsibility	Implementation Schedule	Verification of Compliance Initial / Date
<p>Impact 4. The removal of historic resources could promote a greater contrast between districts.</p>	<p>The City shall continue to require the non-residential projects proposed adjacent to areas with historic structures undergo design review.</p>	<p>and project sponsors Planning Department (Zoning Division), LPC, and project sponsors</p>	<p>During project application for projects adjacent to historic buildings.</p>	
<p>Public Services</p>				
<p>Impact 2. Increased development may have the potential to place additional demands on existing Fire Department services.</p>	<p>The City shall require installation of fire sprinkler systems in all new non-residential and multi-family residential development.</p>	<p>City of Berkeley Fire Department, Planning Department, project sponsors</p>	<p>During application review of non-residential projects.</p>	
	<p>The Fire Department should establish thresholds for fire protection improvements that could be triggered by potential development, and identify standard mitigations and/or fees within six months of <i>Plan</i> adoption.</p>	<p>City of Berkeley Fire Department, Planning Department, project sponsors</p>	<p>Within six months of <i>Plan</i> adoption.</p>	
	<p>The City should include the following procedure in its development review process for projects:</p>	<p>City of Berkeley Fire Department, Planning Department, project sponsors</p>	<p>On a project-by-project basis during application.</p>	
	<p>A) Identify whether a proposed project exceeds the fire protection improvement thresholds for acceptable response times, water pressure, and hazardous materials response equipment.</p>			

Significant Impact	Mitigation Requirement	Implementation Responsibility	Implementation Schedule	Verification of Compliance Initial / Date
<p>Impact 5. Increased levels of residential, commercial and industrial activity would result in additional solid waste, recyclables need for refuse collection.</p>	<p>B) If the project induces a need for improvements to fire flow infrastructure or new hazardous materials response equipment, require the project sponsor to incorporate improvements in the project or contribute in lieu fees to cover the fair-share costs.</p>	<p>Department of Public Works and Solid Waste Management Division</p>	<p>Ongoing</p>	
<p>Impact 6. New residents in the planning area would place additional burdens on the recreation facilities of West Berkeley.</p>	<p>The following details the actions the City shall take to mitigate this impact for residential projects:</p> <p>A) If the project exceeds ten units, apply the "park area-to-population" ratio of two to three acres per 1,000 future residents.</p> <p>B) Consult with the Parks Division staff to create a park mitigation fund for receipt of in-lieu fees for new park land. Also, determine if the Division is able to maintain one or more new open space areas. If it cannot, skip to Step C and proceed to Mitigation 2.</p>	<p>Department of Public Works, Parks Division, Planning Department</p>	<p>Ongoing</p>	<p>Within six months of Plan adoption for Steps A and B.</p>

Significant Impact	Mitigation Requirement	Implementation Responsibility	Implementation Schedule	Verification of Compliance Initial / Date
C) Require the developer to dedicate land or pay in-lieu fees in proportion to the amount determined in Step A.				
OR	The City shall adapt and apply its density bonus incentives for use in residential projects of 10 or more units which incorporate a park or shared open space into the project site plan.		Project-by-project basis (residential projects in excess of ten units)	
Impact 7. <i>Plan</i> implementation would place demands on recreational programs in the planning area.	City staff shall assess whether the "Landscaping and Lighting Assessment District" rates are adequate to meet future part maintenance requirements.	City of Berkeley Planning Department, Parks and Marina Division	Within one year of <i>Plan</i> 's adoption.	
<u>Water/Wastewater</u>				
Impact 1. Development will result in a net increase in the amount of water that is used in West Berkeley.	To reduce the amount of water use, the City should take the following actions:	City of Berkeley Planning Department, Codes and Inspections Division, Public Works	Within six months following <i>Plan</i> approval.	
	A. Establish criteria to define "large water users" that could generate a significant demand for water.			
	B. Determine if a proposed project will conform to existing City building codes and AB325 (Water Conservation Measures Law).	Department, project sponsors		

Significant Impact	Mitigation Requirement	Implementation Responsibility	Implementation Schedule	Verification of Compliance Initial / Date
C. Require that large water users prepare a water conservation plan to be submitted to EBMUD for approval.	Substantial expansions and addition to existing businesses shall be required to institute water conservation practices.	Project sponsors	Prior to issuance of building permit.	
Large water users should be required to give priority to use of reclaimed wastewater, or on-site recycling of water.		Project sponsors	After issuance of building permit.	
Impact 2. Cumulative development in and around Berkeley over the next 15 years will incrementally increase the demand on EBMUD's water supply.	Implement Mitigations 1-3 to Water Supply Impact 1.	EBMUD, City of Berkeley, City of Emeryville	Same as for Water and Wastewater, Impact 1.	
<u>Hydrology</u>				
Impact 1. <i>Plan</i> implementation would degrade storm water quality and increase the amount of non-point source pollutants.	The City shall perform the following actions to ensure implementation of the stormwater management program:	Project sponsor and Public Works Department		
	A. Determine the NPDES regulatory authority for each proposed project.		Ongoing	

Significant Impact	Mitigation Requirement	Implementation Responsibility	Implementation Schedule	Verification of Compliance Initial / Date
	B. Check for compliance with City Ordinance #6070		Prior to building permit issuance.	
	C. Prepare measures for compliance with Ordinance #6070.		After issuance of building permit.	
Impact 1a. <i>Plan</i> development could increase the amount of pollutants that are washed into Aquatic Park.	Implement Mitigation 1 to Hydrology Impact 1. The City shall implement a water quality and habitat rehabilitation program for the park.	City of Berkeley Public Works Department	Ongoing	
Impact 2. Cumulative development in and around Berkeley will increase non-point source pollutants.	Implement Mitigation 1 to Hydrology Impact 1.	Project sponsor, City of Berkeley, City of Emeryville, City of Albany	Same as for Hydrology Impact 1.	
<u>Geology, Soils and Seismicity</u>				
Impact 1. Ground shaking could cause structural damage and physical hazards to building occupants.	These steps shall be taken by the City on a project-by-project basis: A. Determine if project's building plans conform to existing seismic design and safety standards. These procedures should also consider the potential for special site hazards such as differential settlement and/or liquefaction. New subsurface site explorations may be required to determine site specific structural/foundation design.	City of Berkeley Planning Department, Codes and Inspections Division	Prior to issuance of building permit.	

Significant Impact	Mitigation Requirement	Implementation Responsibility	Implementation Schedule	Verification of Compliance Initial / Date
<p>Impact 2. Development of the plan area will increase the number of people exposed to a seismic event.</p>	<p>B. Identify URMs that are part of or adjacent to the project.</p> <p>C. Ensure that existing buildings being re-used or renovated are inspected by a structural engineer.</p> <p>D. Have the project sponsor demonstrate compliance with URM ordinance.</p>	City of Berkeley	Ongoing, prior to issuance of building permit.	
<p><u>Hazardous Materials</u></p>	<p>Impact 1. Existing non-conforming uses may create conflicting uses when adjacent land uses are modified.</p>	Emergency and Toxics Management Program	Within six months following <i>Plan's</i> adoption.	
	<p>A) Identify, map and list all non-conforming uses in the <i>Final Plan</i>.</p>	Planning Department		
	<p>B) Inventory sensitive receptors in the <i>Plan</i>.</p>	Planning Department		
	<p>C) Identify all hazardous materials sites by location and SIC code and verify.</p>	Emergency and Toxics Management Program		

Significant Impact	Mitigation Requirement	Implementation Responsibility	Implementation Schedule	Verification of Compliance Initial / Date
<p>Impact 2. Environmental development standards for chemical use are absent in the Land Use Element.</p>	<p>D) Develop information about the level of hazard due to chemical use at hazardous materials sites.</p>	<p>Emergency and Toxics Management Program</p>		
	<p>The City shall convert some of the proposed permitted uses to conditional uses in the Land Use Element of the <i>Plan</i>. The following modifications (shown in <i>italics</i>) should be made to pages 31 through 33 of the <i>Plan</i>:</p>	<p>Planning Department and Emergency and Toxics Management Program</p>	<p>As part of revision of <i>Draft West Berkeley Plan</i>.</p>	
	<ul style="list-style-type: none"> ● Mixed Manufacturing District - <i>Offices as an upper story use</i> should be considered a "conditionally permitted use." 			
	<ul style="list-style-type: none"> ● Mixed Use/Light Industry - <i>Offices and Services</i> should be considered a conditionally permitted use. 			
	<ul style="list-style-type: none"> ● Mixed Use/Residential - <i>All industrial and agricultural uses and certain retail uses (building materials, garden supplies, and dry cleaning</i> should require administrative review. 			
	<ul style="list-style-type: none"> ● Mixed Use/Residential - <i>For new and expanded industrial uses involving chemicals within 150 feet of an existing residential use, require a Use Permit.</i> 			
	<ul style="list-style-type: none"> ● Mixed Use/Residential - <i>For new or expanded residential uses that would be</i> 			

Significant Impact	Mitigation Requirement	Implementation Responsibility	Implementation Schedule	Verification of Compliance Initial / Date
	<p>located within 150 feet of an existing industrial use, require a Use Permit.</p> <ul style="list-style-type: none"> <li data-bbox="414 913 510 1396">● Commercial - Day care and schools, live-work, and medical offices should be considered conditionally permitted uses. <li data-bbox="542 892 766 1396">● Commercial - Wholesale trade should be considered a conditionally permitted use. Wholesaling of products containing hazardous materials should not be allowed to locate adjacent to a sensitive use without adequate safeguards to prevent off-site impacts. 			
	<p>The City shall develop a hazard ranking system (HRS) to help determine whether the use is allowable. Apply the following procedure:</p> <ul style="list-style-type: none"> <li data-bbox="997 892 1117 1396">A) Determine whether a study of a proposed hazardous materials use is needed. If a positive determination is made, proceed to Step B. <li data-bbox="1157 913 1380 1396">B) Request certain information about the types, quantities and methods of use and storage of hazardous and biohazardous materials from the project sponsor. This information would be analyzed using the HRS, and enable determination of whether the hazards are significant enough 	<p>Planning Department and Emergency and Toxics Management Program</p>	<p>Within one year following approval of the Plan.</p>	

Verification
of Compliance
Initial / Date

Implementation
Responsibility

Mitigation Requirement

Significant Impact

Implementation
Schedule

to warrant further study. If they are, the City should require a Use Permit.

Impact 3. There is the potential for conflicting uses in the new districts.

The following steps shall be taken by the City:

Following submission of application for use permit.

- A) Confirm whether a proposed project poses a risk to adjacent uses based on the project's location identified in the land uses inventory map. If so, proceed to Step B.

- B) Apply the hazardous ranking system to the proposed project. If a potential conflict exists, proceed to Step C.

Same as for Step A.

Planning Department and Emergency and Toxics Management Program

- C) Require that the project sponsor apply for a Use Permit (UP).

Same as for Step A.

- D) Prepare and distribute a checklist to project sponsors that serves as a guide for preparing a UP.

Within six months of approval of the Plan.

- E) Require the project sponsor to perform a hazards analysis. These measures should become conditions of approval in granting the UP.

During review of application for use permit.

- F) Evaluate the completed permit application and circulate among the responsible departments for their review and comment. If the project cannot be

During review of application. Hazard reduction measures

Significant Impact	Mitigation Requirement	Implementation Responsibility	Implementation Schedule	Verification of Compliance Initial / Date
	<p>modified to minimize the off-site impacts, then the proposed use should be rejected on that site.</p>		become conditions of use permit.	
	<p>If a proposed new use involves a sensitive receptor group and creates a potential conflict with existing nearby hazardous materials sites, the following steps (except for E) shall be taken by the City:</p>	<p>Planning Department and Emergency and Toxics Management Program</p>		
	<p>A) Confirm whether potential land use conflicts, attributable to chemical use exist at adjacent sites, based on the project's location in the land use inventory map. If there is a potential conflict proceed to Step B.</p>		During initial review of proposed project.	
	<p>B) Using the HRS, assess whether the adjacent land uses pose risks of exposure to chemicals for the proposed project's sensitive receptors. If the City concludes that there is no significant risk of exposure, no further action relative to hazardous material issues is required. If there is a risk, proceed to Step C.</p>		Same as for Step A above.	
	<p>C) Require that the project sponsor apply for a Use Permit that includes measures to reduce the impact.</p>		Same as for Step A above.	
	<p>D) Prepare and distribute a checklist to project sponsors that serves as a guide for preparing a Use Permit.</p>		Within six months of approval of Plan.	

Significant Impact	Mitigation Requirement	Implementation Responsibility	Implementation Schedule	Verification of Compliance Initial / Date
<p>Impact 3a. Conflicting uses may occur at boundaries between districts.</p>	<p>E) Require the project sponsor to gather available information about the hazards posed to the sensitive receptor group by the adjacent uses.</p> <p>F) Evaluate the completed permit application and circulate among the responsible departments, including Fire, Toxics and Emergency Management, Public Works, and Building, for their review and comment.</p>		<p>Part of application for use permit.</p> <p>During review of application. Mitigations become conditions of use permit.</p>	
<p>Impact 4. The restrictions on placement of labs under the <i>Plan</i> would create numerous non-conforming uses from existing labs.</p>	<p>Implement Mitigation 1 to Hazardous Materials Impact 1 and all the mitigations to Impacts 2 and 3.</p> <p>The City should develop a system to classify different types of labs, based on the types and quantities of chemicals used and processes conducted. This could be part of the HRS described in Mitigation 2 to Hazardous Materials Impact 2, or it could be separate.</p>	<p>Planning Department and Emergency and Toxics Management Program</p> <p>Emergency and Toxics Management</p>	<p>Following submission of project application.</p> <p>Within one year of approval of <i>Plan</i>.</p>	
<p>Impact 4. The restrictions on placement of labs under the <i>Plan</i> would create numerous non-conforming uses from existing labs.</p>	<p>Revise the Land Use Element to allow <i>certain freestanding labs in all districts which the City's review finds to be appropriate except the Residential District</i>, depending on the type of lab activity and adjacent land uses. A Use Permit (CU) should be required in some cases as determined by the following steps:</p>	<p>Planning Department</p>	<p>Upon implementation of lab classification system and hazardous ranking system.</p>	

Significant Impact	Mitigation Requirement	Implementation Responsibility	Implementation Schedule	Verification of Compliance Initial / Date
	<p>A) If chemicals are not used above Business Plan quantities, allow the laboratory unconditionally.</p> <p>B) If chemicals are used above Business Plan quantities, evaluate using the hazard ranking system (Impact 2) and information on sensitive receptors (Impact 1) and require a UP.</p>		<p>On project-by-project basis.</p> <p>On project-by-project basis (after hazardous ranking system has been determined)</p>	
Impact 5.	<p>Land use designations for the Plan area are not clearly defined which could lead to permit confusion.</p>	<p>Planning Department</p>	<p>As part of revision of Draft Plan</p>	
Impact 6.	<p>The City's prohibition against the siting of a recycling or hazardous waste transfer station could inhibit waste recycling and waste reduction in the City.</p>	<p>Planning Department</p>	<p>Implement with hazardous waste management plan</p>	
Impact 7.	<p>The cumulative impacts of build-out could impact the City's ability to respond to a chemical release incident.</p>	<p>Planning Department, Fire Department, Emergency and Toxics Management Program</p>	<p>As part of project approval process</p> <p>As part of project approval process</p>	
<p>Pollution prevention and waste minimization policies of the Berkeley Hazardous Waste Management Plan will result in reduced chemical use at individual businesses.</p>	<p>Ongoing</p>	<p>Ongoing</p>		

Significant Impact	Mitigation Requirement	Implementation Responsibility	Implementation Schedule	Verification of Compliance Initial / Date
<u>Air Quality</u>				
<p>Impact 1. Project construction dust could contribute substantially to background PM₁₀ concentrations that already exceed the emissions standards for the Bay Area.</p>	<p>Require future developers to include dust abatement programs in their construction contracts. They shall include the following actions:</p> <ul style="list-style-type: none"> A) Sprinkle all unpaved construction areas with water at least twice per day. B) Cover stockpiles of soil materials with tarps. C) Cover trucks hauling dust-generating material. D) Sweep up dirt/debris spilled onto paved surfaces. E) Designate a person to oversee implementation of dust control program. 	<p>City of Berkeley Planning Department, project sponsors</p>	<p>On a project-by-project basis during the construction period</p>	
	<p>Require contractors to maintain and operate construction equipment to minimize exhaust emissions.</p>	<p>Planning Department</p>	<p>On a project-by-project basis</p>	
	<p>Require construction activities to be phased and scheduled to avoid local emission peaks for criteria air pollutants.</p>	<p>Planning Department</p>	<p>On a project-by-project basis</p>	
<p>Impact 7. Plan Buildout plus cumulative growth in the vicinity may impede progress towards attainment of O₃ and PM₁₀ ambient standards.</p>	<p><i>The following policies should be added to the Environmental Quality Element of the Final Plan:</i></p> <ul style="list-style-type: none"> A) (Policy 4.8) Coordinate with Alameda County Congestion Management Association, Metropolitan Transportation 	<p>City of Berkeley Planning Department, project sponsors</p>	<p>Incorporate policies into Final Plan; also as part of project approval process</p>	

Significant Impact	Mitigation Requirement	Implementation Responsibility	Implementation Schedule	Verification of Compliance Initial / Date
	<p><i>Commission and local agencies to ensure that development is phased with transit service extensions.</i></p>			
	<p><i>B) (Policy 4.9) Require developers and commercial tenants to conform with the City of Berkeley Trip Reduction Ordinance.</i></p>			
	<p><i>C) (Policy 4.10) Require future developers and commercial tenants to provide bus turnouts and bicycle/pedestrian facilities. The city bicycle lane system should be expanded to include the West Berkeley planning area.</i></p>			
	<p><i>D) (Policy 4.11) Require employers in the West Berkeley Plan Area to provide private shuttle between their facilities and a BART station.</i></p>			
Noise	<p>Impact 1. Some new residential units would be located adjacent to major streets or railroad track and could have noise levels in excess of 60 dBA.</p>	<p>City of Berkeley Planning Department</p>	<p>Ongoing and as part of project approval process</p>	
	<p>Encourage development of noise-sensitive projects away from major roads or railroads. Require that developers of new residential projects (including live-work) exposed to exterior DNLs greater than 60 dB prepare site specific noise studies to show conformance with standards.</p>			

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Impact 2. Noise impacts to sensitive receivers could occur where they are near new noise-generating projects.

Further specify *West Berkeley Plan* Policy 5.2 with the following language: *Base the Performance Standards on the Noise Element and the State's Noise Insulation Standards: Indoor Residential Standard: DNL of 45 dB; and Outdoor Residential Standard: DNL of 60 dB.*

Require the developers of new industrial or commercial projects of 20,000 sq. ft. or more to prepare a Noise Control Report (NCR), using the following steps:

- A) To determine if the project needs to prepare a NCR, identify whether it is within 500 feet of a sensitive receiver, such as a residence or school, and/or has major noise-producing equipment that will operate during late night/early morning hours.
- B) If a report is required, it should include existing noise levels at the nearby sensitive receiver(s) during the hours of operation, an inventory of the major noise-producing equipment and their noise levels, truck activity information, and noise control features required to meet the performance standards.
- C) The results of the noise study should ensure that the project will meet the noise level limits in the Noise

As part of project approval process and after project construction

Project sponsors (for report), City of Berkeley Planning Department (for oversight)

On a project-by-project basis

Planning Department, Project sponsors

Ordinance. The noise study should also identify potential construction noise impacts and anticipated noise levels at affected sensitive receivers.

- D) Require that a follow-up study be conducted after the project is in operation as a specific condition for permit approval. The study should verify that the project will meet the noise level limits defined in the Noise Ordinance.

Impact 3. Implementation of the *Plan* would involve construction and demolition. This activity could generate noise impacts when conducted near sensitive land uses.

Require project sponsors of a noise-generating development to prepare a Construction Noise Report (CNR) if significant construction activities will occur near sensitive receivers. The Planning Department should take the following steps to carry out this mitigation:

- A) Request CNR if construction activity could occur within 250 feet of residential uses or 100 feet of office uses, or if there will be nighttime construction activities 800 feet from residential uses.
- B) Require the report to document the types of activities, equipment used, and duration of each construction phase. Construction truck routes and truck activity should also be addressed.

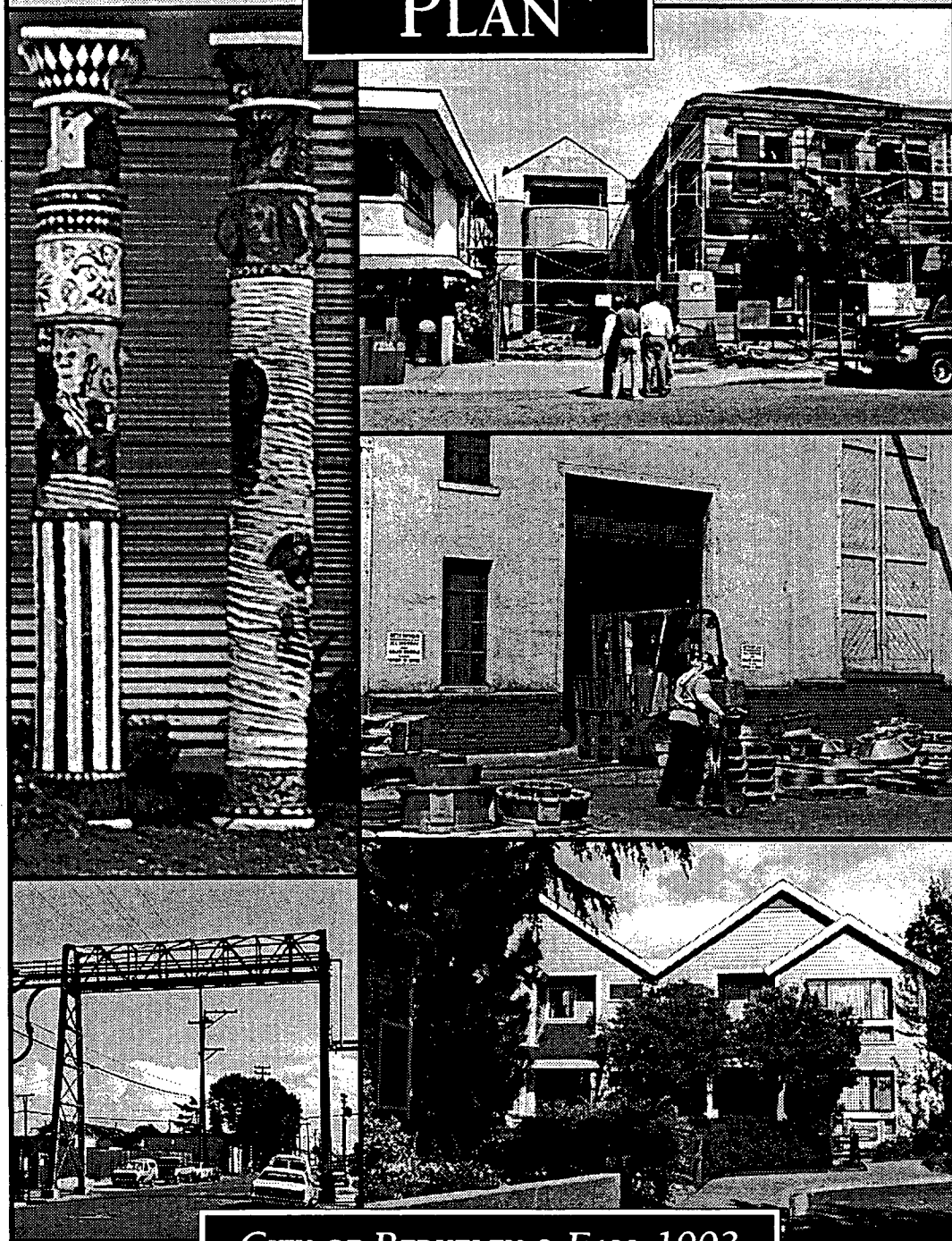
City of Berkeley
Planning
Department,
Project sponsors

As part of project
approval process
and during project
construction

Significant Impact	Mitigation Requirement	Implementation Responsibility	Implementation Schedule	Verification of Compliance Initial / Date
<p>Impact 4. The <i>Plan</i> includes development of new manufacturing facilities which could contain machinery which can generate high ground vibration levels.</p>	<p>C) Ensure inclusion of the report in the use permit application.</p> <p>D) Require that the project sponsor monitor equipment noise during construction.</p>	<p>Planning Department</p>	<p>During project approval process</p>	
	<p>Enforce performance standards specified in the Noise Ordinance for vibrational limits.</p>	<p>Planning Department</p>	<p>During project approval process</p>	
	<p>Do not permit new residential development within 100 feet of the SP railroad tracks.</p>	<p>Planning Department</p>	<p>During project approval process</p>	
	<p>Require live-work projects to satisfy the minimum requirements of sound isolation between dwelling units (CCR Title 24, Part 2).</p>	<p>Planning Department</p>	<p>Within one year of <i>Plan</i> approval.</p>	
	<p>Adopt the vibration standard in the State's Model Noise Ordinance.</p>			

WEST BERKELEY

PLAN



CITY OF BERKELEY • FALL 1993

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The West Berkeley Plan Committee wishes to give special thanks to Luis Reyna, Waterfront Commissioner, who was an active participant in the West Berkeley Plan until his untimely death in 1988.

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INTRODUCTION

The *West Berkeley Plan* is an amendment to Berkeley's *General Plan* (often referred to as the Master Plan, its former title). It is a long range plan for West Berkeley—here defined as the area between San Pablo Avenue (incorporating both sides of the street) and the Eastshore Freeway. It is intended to guide the development of West Berkeley until at least the year 2005. It sets forth the City's key land use, environmental, economic development, transportation, housing and social services, and physical form (urban design, historic preservation, open space) policies for West Berkeley.

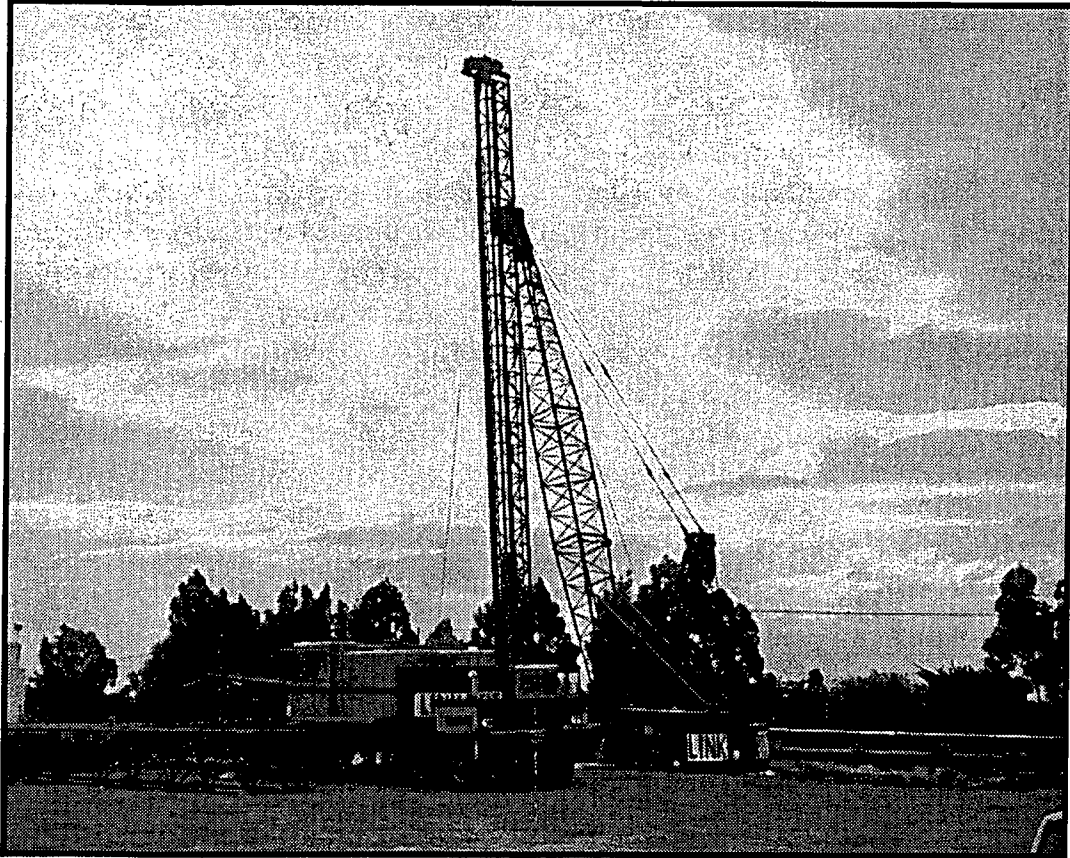
This document is proposed for final adoption as an area plan and *Master Plan* amendment. The Plan process began in 1985. Council directed that a Plan be prepared, as part of a program of area planning. This direction was given additional urgency by the controversy surrounding the reuse of the formerly manufacturing Durkee/Aquatic Park Center site primarily for offices and laboratories. This controversy extended to occupation of a historic smokestack to block its demolition. After wide-ranging discussion of a great variety of issues a working document, the Preliminary Working Draft, was issued by the Planning & Community Development Department in 1989. In April, 1991, the City Council unanimously approved the *Preferred Land Use Concept*, which set forth the basic land use and environmental direction of the Plan. Further discussions refined that Concept into the Draft Plan, which was issued in November, 1992.

Since issuance of the Draft Plan, an Environmental Impact Report, assessing the probable environmental impacts of development under the *Plan*, has been prepared. That EIR must be certified by the City Council before the *Plan* can be adopted. After Plan adoption, rezoning—the Zoning Ordinance amendments that will bring West Berkeley's zoning into conformity with the Plan will be proposed. The West Berkeley Redevelopment Plan (for the Redevelopment Area bounded by University and Cedar, 6th St. and the Freeway) will also be brought into conformity with the *West Berkeley Plan*. An Implementation and Mitigation Monitoring Program will also be prepared—this document will serve as a more detailed outline of and timeline for the proposed and projected implementation of *West Berkeley Plan* concepts.

The *West Berkeley Plan* is the latest in a series of area plans—all formally incorporated into the City's *General Plan*—that the City and the community have developed. There is the Waterfront Plan, which guides and controls development on the Waterfront immediately west of the *West Berkeley Plan* Area. The Downtown Plan and the South Berkeley Area Plan have been adopted as guides to the preservation and revitalization of those areas. Another important plan affecting the city's future is the University of California's Long Range Development Plan, although that is not a City document and the City does not endorse all aspects of it. The City has also rewritten the zoning regulations controlling many of its most important neighborhood commercial districts—Elmwood, North Shattuck, Shattuck/Adeline, Solano Ave., and Telegraph Ave., although full area plans were not developed for these areas. A planning process is

currently beginning for the University Avenue area. Together these Plans and commercial district rezonings provide guidance for most of the economically active areas of the city; the General Plan revision which is now underway while tie them together into a cohesive citywide whole.

The extraordinary participatory process which created the *West Berkeley Plan* is discussed in the *Process* section.



SUMMARY

Plan Concept & Vision

West Berkeley in 1993 is a successful part of the city. It is home to (among other things) many growing manufacturers, a booming retail trade, important laboratories, and the most ethnically diverse residential community in Berkeley. The mix of uses, building ages, and building styles gives West Berkeley a unique character within Berkeley and the East Bay. The *West Berkeley Plan* seeks to build on that success, maintain that character, and help extend them to the year 2005.

Because West Berkeley is a successful area, the *Plan* seeks to guide its evolution, rather than radically reshape it. The *Plan* envisions a West Berkeley in 2005 which remains a mixed use area, although with relatively more retail and office uses along with a vital manufacturing sector. It envisions a West Berkeley which maintains similar building forms to those which exist currently, with some major development on minimally used sites.

In one sense, the *Plan* seeks to save West Berkeley from the possible negative consequences of its own success. Successful mixed use areas such as West Berkeley can become so expensive and intensely developed that manufacturing and other uses which cannot pay maximum rents and land costs are forced out. These areas thus lose the very characteristics which initially made them attractive to many people. The SoHo district of New York City represents an advanced case of this process. The *West Berkeley Plan*—by designating relatively small areas where certain use categories (e.g. light manufacturing, retail) are emphasized—seeks to preserve the mix in West Berkeley as a whole. The *Plan* aims to guide and manage West Berkeley growth, so that growth does not overwhelm West Berkeley's character.

The *Plan* does recognize that there are conditions in West Berkeley which need improvement. The *Plan* calls for continuous improvement of environmental quality, so that industrial and other development does not mean environmental degradation. The *Plan* calls for strengthening the ties between Berkeley/West Berkeley residents and West Berkeley employers, so that the benefits of economic expansion can be enjoyed by those most in need. The *Plan* calls for improved sidewalks and bikeways, so that it is easier and more pleasant to move around in West Berkeley without driving.

The *Plan* envisions some major physical improvements. These improvements are those which would reinforce and strengthen important West Berkeley features. In the 4th and University/Hearst area, a new long distance rail station would help anchor the retail district. New stores along Addison Street would help entice people to a revitalized Aquatic Park, now shielded from freeway noise by a soundwall. A new bicycle/pedestrian bridge would cross the Freeway to the Waterfront from the University/Addison Street area. The 7th & Ashby area could gain new streets leading to Ashby Ave., making it easier to come into and out of the area. San Pablo Avenue should have a more urban(e) look and feel,



with new mixed-use buildings anchoring key commercial corners, while the cleaned and repaired facades of older buildings emerge more sharply. Other possible improvements, such as a light-rail line along San Pablo Ave., are more uncertain, and more dependent on the decisions of other agencies.

Although many of the *Plan's* Elements concern themselves with physical and economic development, the ultimate goal of the *Plan* is to improve the quality of life for West Berkeley residents and Berkeley residents generally. For example, the *Plan's* emphasis on maintaining manufacturing jobs is based on the recognition that these jobs generally provide the best combination of good pay and accessibility to the modestly skilled and educated (a combination which last year's events in Los Angeles have reinforced the importance of). A different example of the human importance of physical improvements is air quality—improvements in air quality deriving from implementation of *Plan* goals will benefit all West Berkeleyans and Berkeleyans generally. In yet a different way, new facilities in Aquatic Park will make it a more useful resource for area residents and workers.

The *Plan's* Elements and policies taken together form an integrated whole—a framework for steady, “incremental” improvement based on the physical, economic, and social foundation which is in West Berkeley today. Thus the *Plan* seeks to supplement, rather than supplant manufacturing, to build additional housing generally without demolition of existing housing. Yet the *Plan* also recognizes that there will be the need for constant balancing of interests and for occasional trade-offs between different interests and goals. Many *Plan* policies speak to the need for such balancing. The process of developing the *Plan* itself represented a major exercise in reconciling different interests and issues. The *Plan* takes a “both-and” approach, rather than an “either-or” approach wherever possible.

In particular, a central premise of this *Plan* is that West Berkeley can maintain and expand its manufacturing base, while maintaining and improving its environmental quality. These goals need not be inconsistent, although there may be tensions at times. In some cases, environmental quality can be improved through expansion of manufacturing, such as when manufacturers who use recycled materials expand. The Recycling Market Development Zone (RMDZ) which West Berkeley is a part of encourages this type of manufacturing. Similarly, there is no reason that an industrial environment cannot be an aesthetically pleasing one, although its appearance will be different from other types of areas.

Plan Purposes

The broadest Purposes of the *Plan* are stated below. The *Plan* is a complex document, with 38 Goals—most of which have numerous Policies set forth under them. No small set of overarching purposes could capture them. Nonetheless, the *Plan* is centered on diversity and quality of life. The *Plan* celebrates and strives to maintain both the diversity of residents and of business activity in West Berkeley, in the face of forces which might sharply reduce that diversity. The *Plan* seeks to maintain and improve the quality of life in West Berkeley in a wide variety of ways—whether it be reducing pollutants in the air, minimizing traffic on the streets, or improving the appearance of buildings in West Berkeley. The *Plan Purposes* affirm that the *West Berkeley Plan* is not envisioned as a blueprint to transform an ailing neighborhood, but as a set of guidelines to further energize an already vital one.

1. *Maintain the full range of land uses and economic activities—residences, manufacturing, services, retailing, and other activities—in West Berkeley.*
2. *Maintain the ethnic and economic diversity of West Berkeley's resident population.*
3. *Maintain and improve the quality of urban life—including environmental quality, public and private service availability, transit and transportation, and esthetic and physical qualities—for West Berkeley residents and workers.*

The Structure of the Plan Document

This Introduction to the *Plan* outlines the Plan's history and its structure. This Summary section outlines the Plan's overall vision and purposes, and summarizes key features of the *Plan*. This is followed by a process section, which reviews the process of developing the *Plan*. Then there are 6 Elements which address the major issues in West Berkeley:

- Land Use
- Economic Development
- Environmental Quality
- Transportation
- Physical Form—Urban Design, Historic Preservation, and Open Space; and
- Housing and Social Services



Each Element of the *Plan* follows a similar structure, although some Elements have additional sections as well. The Element is introduced with a Strategic Statement—a succinct summary of the broad concepts, vision, and direction of the Element. This is followed by a Background section which discusses conditions, trends, and issues in the area the Element addresses. The Economic Development Element includes the Economic Development Rationale (an important section for the *Plan* as a whole). This background information lays the groundwork for the Goals and Policies section which follows it. Finally, each Element contains an Implementation section, laying out concrete actions that the City can take to realize the Element's policies. Some Elements (like Economic Development) also have additional sections addressing major strategic issues in more detail. Other Elements (such as Land Use) have sections laying out specific recommended development standards or regulations. The Land Use Element does follow the general format, but also is largely devoted to the proposed land use regulations—permitted and prohibited uses in each district, required development standards, etc.

Highlights of the West Berkeley Plan (selected)

Policies

- Creates districts designed to retain manufacturing;
- Sets up concentrated retail “nodes”;
- Recognizes residential enclaves within the industrial/commercial area;
- Focuses comprehensive environmental enforcement in West Berkeley on the 10 most important firms;
- Supports creating a central, accessible location where the community can obtain environmental information;
- Calls for reductions in the production, transport, and handling of hazardous materials;
- Seeks to focus economic development efforts on retaining and attracting appropriate industries;
- Supports West Berkeley’s continuing role as an “incubator” of new businesses of all types;
- Facilitates creation of space for expanding businesses by streamlining the permit process;
- Proposes a variety of measures to reduce the use of single-occupant automobiles;
- Demonstrates that West Berkeley is Berkeley’s most ethnically diverse area, and supports efforts to maintain this diversity;
- Supports creation of well-designed live work spaces in appropriate locations;
- Makes widespread tree planting in West Berkeley an open space priority;
- Stresses the need for urban, street focused development on all of West Berkeley’s major streets with special emphasis on critical gateway streets such as University Avenue.

Physical Development Activities

- Prioritizes the reuse of large, vacant sites (such as Colgate and Utility Body) as an economic development activity;
- Highlights an improved train station at 3rd & University as a planning and development priority;
- Supports installation of historic signs in locations such as the oldest areas of Oceanview;
- Initiates feasibility studies on parking needs around 4th & University, 7th & Ashby, and 7th & Parker;
- Supports the development of light rail transit on San Pablo Ave. Plan
- Recommends serious consideration on new street links to Ashby Ave. (in West Berkeley) from the north;

- Anticipates substantial development of the University's Harrison lands;
- Facilitates expansion by existing manufacturers and other businesses.

Summary of the Elements (Major Sections) of the West Berkeley Plan

Land Use

Perhaps more than in any other field, the *West Berkeley Plan* will change the regulation of land use in West Berkeley. The *Plan* creates a new set of land use/zoning districts for West Berkeley, the first areawide revision of districts since the Special Industrial zone was created in 1956. These new districts seek to better tailor allowable land uses to existing ones, and to provide better guidance to businesses and developers on what specific uses are desirable and what uses are not in specific West Berkeley locations. The *Plan* seeks to preserve the mix of uses in West Berkeley as a whole by reserving some areas for uses like manufacturing which might otherwise disappear.

The land use concept and districts are discussed in detail in the Land Use Element. A new set of zoning districts in the Zoning Ordinance will have to be created to implement the *Plan*. In general, the districts provide a gradation of districts—from purely residential to several types of mixed use districts to strictly manufacturing/industrial. Given the greater clarity of the new districts on which uses are desired and permitted, and which ones are not, the permit process is generally eased for conforming projects.

Economic Development

The Economic Development Element proposes policies to maintain and enhance West Berkeley's multi-sectoral economic dynamism, and to channel the benefits of economic activity to West Berkeley and Berkeley residents (through both employment and business opportunities). The Element recognizes and prioritizes West Berkeley's historic role as Berkeley's manufacturing and industrial sectors, particularly because of the higher-quality, better-paying jobs they create. Yet in the framework of a multi-sectoral strategy, the Element also supports West Berkeley's growing role in fields such as retailing and advanced services. The Element also calls for the improvement of neighborhood serving retail stores such as grocery stores in West Berkeley.

Environmental Quality

Maintenance and improvement of environmental quality is a central concern of the *West Berkeley Plan*. Environmentally oriented strategies are found throughout the *Plan*—from buffers between incompatible uses in the Land Use Element to (automobile) trip reduction in the Transportation Element. The Environmental Quality Element is the focus of this concern, and incorporates goals, policies, and strategies on topics ranging from air quality to hazardous materials to noise. The restructuring of the hazardous materials program that has already occurred begins to address many of the concerns of the *West Berkeley Plan*.



Physical Form

West Berkeley's urban environment is a uniquely rich one within the East Bay. The sections of the Physical Form Element—discussing Urban Design, Historic Preservation, and Open Space respectively—propose policies and strategies to maintain and enhance this environment's urbanistic richness. This Element develops a policy framework for physical form which will support and enhance the implementation of the *Plan's* land use and other policies.

Urban Design

West Berkeley will continue to be rebuilt and renewed over the next 15 years. The *Plan's* Urban Design policies seek to assure that this rebuilding will occur in a pedestrian-friendly, street-oriented, urban manner, rather than an automobile oriented suburban one. Concentrations of retail stores at major intersections and transit hubs—which the *Plan* calls “commercial nodes”—are particularly important locations for creating urban activity. Commercial and industrial corridors along major streets can also begin to take on a more urbane appearance. In addition, sensitive design can help ease transitions where different types of uses—such as industrial and residential—come together in this mixed-use area.

Historic Preservation

The mixture of buildings from many historic periods over the last century (and more) is an important part of what makes West Berkeley's urban richness. The *Plan's* historic preservation policies seek to highlight historic buildings and sites, educate the West Berkeley and general public about them, and preserve them to the greatest degree possible in an evolving area. New approaches, such as the designation of “Heritage Areas”—where residents and property owners would work together voluntarily for

preservation and historic education—can help highlight areas of West Berkeley with special historic significance. The *Plan* also discusses and supports broader publicity for the rich ethnic and industrial history of West Berkeley, as well as architectural history.

Open Space

The *West Berkeley Plan's* open space approach seeks to link West Berkeley's open spaces into a network of green spaces and corridors. The *Plan* emphasizes an areawide effort at tree planting which can soften and humanize West Berkeley, and bring neighbors together for a common goal. The *Plan* also supports improvements to neighborhood parks. The *Plan* incorporates by reference the draft Aquatic Park Master *Plan*, placing special emphasis on improving access to this underutilized open space resource. The *Plan* recognizes the importance of improving the pedestrian and bicycle linkage between West Berkeley and Waterfront.

Transportation

Reducing the dependency of the West Berkeley transportation system on single occupant automobiles is the primary thrust of the *West Berkeley Plan* Transportation Element. The Element also seeks to improve circulation within and into West Berkeley (especially around 7th & Ashby, where new streets may be developed), and to reduce traffic congestion on West Berkeley arterials. There is also a need to make West Berkeley an easier place for pedestrians and bicycles to get to and through—an area where action is already being taken. An expanded rail station at University Ave. could serve as a centerpiece for West Berkeley transit/transportation efforts. Reinstallation of light rail on San Pablo Ave. is an uncertain but exciting possibility.

Housing & Social Services

The Housing and Social Services Element celebrates West Berkeley's role as the most ethnically diverse area in Berkeley, and proposes policies which will help maintain that diversity. To maintain this, it will be necessary to maintain a stock of lower cost housing—especially rental housing, but owner-occupied housing as well. The social environment of this affordable housing, including safety, supportive social services, and other services continues to require improvement. The Element also supports the continued development of live-work spaces for those who want this housing form, in appropriate locations under appropriate standards.

PLAN PROCESS

The Nature of the West Berkeley Planning Process

Planning processes in Berkeley (and many other cities) are typically complex, contentious, and protracted. These processes often become battlegrounds for people and groups with radically divergent visions of how an area should (or should not) develop and change. The *West Berkeley Plan* process, which has (to date) stretched over 8 years, has certainly been complex and contentious. There were many important issues—ranging from arts and crafts protection to zoning for industry—over which participants strongly disagreed. Yet ultimately the *West Berkeley Plan* Committee (working with City staff) was able to fashion documents that won consensus approval. This section of the *Plan* will briefly describe how this agreement was achieved, how the *West Berkeley Plan* process developed, and try to give some of the “flavor” of the process.

The *West Berkeley Plan* went far beyond “citizen participation,” because it is a document fundamentally from the “citizens,” the “stakeholders” of West Berkeley. The term “citizen participation” suggests to many periodic citizen input into a process controlled by others. In the *West Berkeley Plan* process, various types of citizens—artists, developers, landowners, manufacturers, residents, unionists and others—were continuously involved and drove the process. The City Council sponsored the process, and at one important point gave specific direction for the *Plan*. City staff from multiple departments provided technical and logistical information, and worked to keep the process moving forward. Yet in the final analysis, the *Plan* is the community’s document. The listing of *Plan* participants on the inside front cover of this documents symbolizes that community “ownership” of the *Plan*.

The “process” for a complex project like developing the *West Berkeley Plan* has many components. There were the formal steps taken by the *West Berkeley Plan* Committee, the Planning Commission, and the City Council. There were the documents for the *Plan* (generally, but by no means always, prepared by staff)—both for action and for information—that are reviewed and modified by *Plan* participants. Perhaps most importantly, there are the interactions between the participants in developing the *Plan*, which lead them to new understandings about the *Plan* and about West Berkeley. It was this process of people meeting and talking, often arguing vociferously and even sometimes slamming the other’s position, which finally allowed a consensus plan to emerge. Indeed, this contentious process would lead to the development of a core of what might be called “plankeepers.” These plankeepers had been immersed in the process to the point where they could—and sometimes would—articulate the viewpoint of someone who had been directly opposed to them. This section will seek to briefly characterize all of these aspects of the *Plan* process.

The Nature of West Berkeley as an area to plan

The subject of this process—West Berkeley—is the largest and most complex area Berkeley has ever planned for (the other Area Plans are for Downtown, South Berkeley, and the Waterfront). West Berkeley is Berkeley's manufacturing center, as well as a residential community of some 7,000 people. When the Plan was initiated, West Berkeley was clearly changing, with historically unprecedented retail and office uses replacing some industrial uses. With the freeway and the close proximity of industrial and residential uses, West Berkeley has some of the city's most challenging environmental problems. As the first settled part of Berkeley, West Berkeley has important historic resources. All of this makes planning for West Berkeley even more complex than usual.

1985-1989: Handling the Issues of West Berkeley

The reuse project at the Durkee Foods factory led to the initiation of the *West Berkeley Plan* process. Durkee Foods had primarily been a canning plant, proposed in 1984 for conversion to office and laboratory use. Many West Berkeley residents and businesses saw Durkee as a harbinger of dramatic change that was likely to occur throughout the neighborhood—from fairly low intensity industrial use to much higher intensity commercial use. Residents feared rivers of traffic flowing their way. Artists and craftspeople could be priced out by this development process. Some activists were personally being displaced by the reuse project. One person dramatically demonstrated his opposition to the demolition of an old factory smokestack by sitting atop it. From a public policy standpoint, the M (Manufacturing) zone regulations allowed every type of use—from single family homes to "heavy" manufacturing—and thus provided no guidance on what the City wished to see on the site. To provide that guidance, the City Council authorized the development of an area plan for West Berkeley.

The early years of the Plan process—roughly from 1985 to 1989—focused on initiating the Plan process, developing background data on the area, and handling specific issues in West Berkeley. The responsibility for Plan development was given to the *West Berkeley Plan Committee*—a committee with open membership, led by Planning Commissioners, one of whom served as committee Chair. Despite its open membership, Plan Committee participation tended to be fairly stable, with residents, artists and craftspeople, and property owners well represented in this period, while manufacturers and unions representing their workers were not.

These years saw important reforms to land use regulation in West Berkeley. Arts and crafts zoning protecting the spaces occupied by these uses from changes to other uses was sponsored by the committee. Interim changes to the M (Manufacturing) zone regulations which instituted a parking requirement for the first time and modified change of use requirements. The Committee kept a close watch on the progress of its initiating project at Durkee. It also began the process of defining its goals, policies, and implementation strategies for the area.

Equally important were decisions not to make changes. The Committee also recommended—after bitter debate—that the then proposed expansion of the West Berkeley Redevelopment Area be deferred until the completion of the *West Berkeley Plan*.

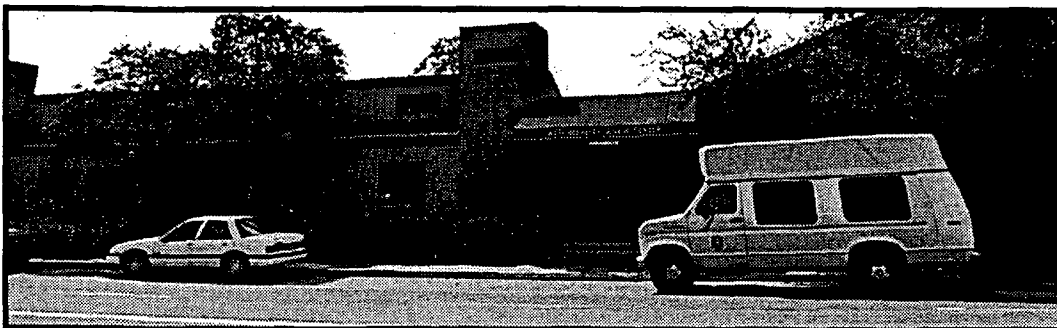
If there was to be a new Redevelopment Plan, it should occur in the framework of the *West Berkeley Plan* rather than preceding and possibly reshaping it. The Committee also rejected proposals for upzoning—allowing greater density of housing—in the residential core areas. The Plan would leave zoning in strictly residential areas essentially unchanged.

1989-1991: Forging a Land Use Concept

Between 1989 and 1991 the Preferred Land Use Concept which is at the heart of the *West Berkeley Plan* was forged. Although the Concept was ultimately approved by Consensus, developing it took a great deal of work, argument, and compromise. The Concept was the ultimate result of what amounted to a restructuring of the process—with new participants, new information, and new Council direction.

In early 1989, the Planning Division staff was moving towards the development of alternative development scenarios for West Berkeley. These alternative development scenarios would lay out different possible future paths for the area, and would serve as the working documents for discussing what the Plan's land use proposal would be. The City's Office of Economic Development (OED) strongly supported the emerging idea that at least one of these scenarios would emphasize the retention of manufacturing uses. OED had (in conjunction with the Chamber of Commerce) surveyed large West Berkeley firms—mostly manufacturers—and acquired a new picture of the economic landscape. Far from being in unmitigated decline, many manufacturers had expanded and planned to expand in the future. This information was a key intellectual input into the Plan.

At roughly the same time, several important new participants entered the process. The Alameda County Central Labor Council (the coordinating body for unions in Alameda County) announced its interest in a Plan which could affect thousands of its members' jobs. Such participation by a trade union in a land use planning process was virtually unheard of, and initially some earlier Plan participants questioned the legitimacy of their involvement. The United Black Clergy reentered the Plan process, to support the prospects for well-paid jobs at manufacturing firms for Black Berkeleyans. The Plant Closures Project (a community organization which works to prevent closing of plants) worked closely with these groups and worked to develop support for pro-manufacturing policies in the Plan process. West Berkeley industrial firms were (with City encouragement) reviving their long dormant Manufacturers' Association, in part so that they could participate in the Plan and other City processes. The entry of these groups in turn sparked stronger participation of environmental groups, such as Citizens Opposed to a Polluted Environment (COPE) who were very suspicious that a pro-manufacturing policy would



lead to increased environmental degradation. By late 1989 the cast of characters was far different from what it was earlier in the year.

Meanwhile, in October, 1989, the City Council also reasserted its interest in the Plan. The Council's discussions of overall City economic policy for Berkeley reaffirmed the importance of maintaining the manufacturing base. Therefore, the Council directed that "The Planning Commission, Labor Commission, and West Berkeley Area Plan Committee are to review the concept of industrial sanctuaries as a way of retaining manufacturing and trade jobs and forward comments to the Council." Council also told the Planning Commission to consider interim protections such as requiring a Use Permit before any change of use from manufacturing to non-manufacturing use, and to develop appropriate standards for live-work to assure that it did not encroach on manufacturing areas. The Planning Commission would ultimately decide that interim controls were not needed.

At the very end of 1989, three growth scenarios—one focusing on office growth, one on retail growth, and one on manufacturing retention—were published by the Planning Department. The scenarios each contained office, retail, and manufacturing-oriented areas, but in different amounts. The scenarios document allowed participants to evaluate the impacts and tradeoffs of choosing one scenario or another. The now very diverse committee struggled about how it might bring the three together. Several proposals for a "synthesis" scenario were put forth—by the pro-manufacturing coalition, by environmentalists, and by a group of manufacturers. The Committee did unite in August, 1990 on a wide-ranging set of "Objectives for Designing a Preferred Land Use Concept" which set both quantitative (e.g. number of jobs to be added in a given sector) and qualitative (e.g. regulating building scale) goals for the Plan. Working from this base, staff released a draft Land Use Concept in September, 1990.

The Subcommittee Process of 1990/91—Hand to Hand Planning

The 6 months of intense activity which followed release of that document are now viewed as the heart of the process by many Plan participants. To develop a Land Use Concept which incorporated both land use and environmental direction, the Committee decided to split into two subcommittees—one for each subject. This was by no means a self-evident decision—many feared that splitting into subcommittees would delay, rather than advance the process. In addition, there was great concern as to how the two groups' actions would be coordinated. Also worrisome was the Committee's rejection of a formal structure for representing the different affected interest groups on the land use subcommittee (informally, representatives of interest groups affected by a provision were consulted during the process).

The subcommittee process was citizen based planning at its most intense. The subcommittees met as often as once a week over a 5 month period. In the Land Use Subcommittee, questions both great and small were argued. For example, should the proposed Mixed Use district allow residences? After much arguing, committee members realized that 2 mixed use districts (with logical borders between them) could be created—one with, one without houses. At the same time, the subcommittee members argued knowledgeably and passionately over how a block should be characterized and thus what



district it should be put in. A map of proposed districts was colored in block by block. Sometimes the staff person's hand was poised to color in a new block where there was apparently consensus, when the cry "Wait!" would come up from a dissenter. Ultimately the subcommittee would produce a consensus land use districting map literally signed by all its participants. While the map emerged from this unavoidably political process, it also reflected a coherent overall vision of West Berkeley with logically defined areas for heavy industry, light industry, mixed use, retail commercial development, and residences.

The Environmental Subcommittee was equally intense. Some environmentalists entered the process convinced that retaining industry and environmental protection were incompatible. Their fears were somewhat assuaged by the participation of manufacturers such as Peerless Lighting, who demonstrated how their company devoted substantial resources to meeting environmental mandates. All members of the committee made a commitment that they wanted to retain jobs so long as the environment could be maintained or improved. In a meeting called by environmentalist Councilwoman Nancy Skinner (who represented part of West Berkeley), Berkeley based environmentalists were also exposed to their regional cohorts who had experience in cities such as Richmond. These groups outlined strategies for fighting polluting industries without losing jobs. Planning Commission Chair Carl Anthony had strong credentials with both labor and environmental groups, and personally embodied the idea that environmentally sound industrial development was possible and necessary. Meanwhile, the City had initiated an evaluation and restructuring of its hazardous materials program, which helped build community confidence that the City would enforce regulations. This subcommittee wrote a broad set of possible environmental strategies and implementation measures, most of which were incorporated into the Plan.

The emergence of consensus documents from the subcommittees was greeted with exhausted relief, even joy, by Plan Committee participants. Yet despite their exhaustion, participants--in the spirit of keeping the plan--had grown scrupulously respectful of each other's viewpoint. It came to be understood that if people opposing your viewpoint were absent in a meeting, you should not seize that advantage, but should wait until they returned and a full discussion could be had. The two documents were broadly

compatible, if differing in emphasis. Planning, economic development and environmental health staff—all of whom staffed the subcommittees—felt that the proposals met the previously stated objectives and were generally implementable. The Planning Commission unanimously endorsed the Concept in February, 1991. So did the Council (giving the Plan a standing ovation) in April, 1991, even though some were surprised at the lack of divisiveness when the Concept was brought to them. The Council at the same time created the Citizens Environmental Advisory Commission to oversee the hazardous material program, and other issues involving hazardous materials.

1991-1993: From Concept to Plan

To many, the *West Berkeley Plan* process seemed to be “over” in April, 1991, when the City Council approved the *Preferred Land Use Concept*. Indeed, at that point the Concept began serving as a policy guideline for development decisions in West Berkeley, and it had already begun to reshape the City’s hazardous materials and environmental enforcement. But the Plan had to be transformed from an essentially two subject Concept to a multi-subject Plan, which could be adopted as an amendment for West Berkeley to the Berkeley General (or Master) Plan.

The work over the next year had two thrusts: to develop Elements on various subjects (e.g. transportation) for the *West Berkeley Plan*, and to resolve issues that were noted as unresolved in the *Preferred Land Use Concept*. Staff developed draft Plan elements and the *West Berkeley Plan* Committee critiqued them in great detail, staff redrafted sound Elements which were more satisfactory to the Committee—each Element went to them at least twice, usually more often. Short term subcommittees with groupings of interested/knowledgeable people on specific issues—such as urban design and economic development—met, but there was no repeat of the intensive subcommittee process. In August, 1992, the Committee celebrated the publication of complete draft of the Plan.

Completing a Plan draft provided a document which could be the subject of environmental review—in this case the Environmental Impact Report (EIR) process. The Planning Commission (which also voiced strong endorsement of the Plan) and the City Council approved the draft *Plan* as the Preferred Alternative for environmental review.

A Draft EIR was released in April, 1993, and comments on it accepted through July, 1993. Those comments and responses have been released along with this version of the *Plan*. The EIR found that there were no environmental impacts arising out of implementation of the *Plan* (as opposed to region-wide problems) which could not be mitigated.

This description of the process is being presented before the end of the process. To approve the Plan, the Planning Commission must first certify that the EIR adequately assesses and responds to potential environmental impacts. Then it would need to approve the Plan, recommending approval to Council. Should Council approve the *Plan*, the Plan process itself would be done, but a crucial rezoning of all of West Berkeley to bring zoning into conformity with the Plan must follow, as should other implementing steps. We hope and trust that the plankeepers of West Berkeley will actively participate in the Plan’s implementation. The planning of West Berkeley continues.

I

LAND USE

I. STRATEGIC STATEMENT

West Berkeley's uniqueness and dynamism grow largely out of its wide variety of land uses. Preserving and supporting all of the elements of this vital mix of land uses is the central policy of the *West Berkeley Plan*. The Preferred Land Use Concept therefore designates sites for light manufacturing, general manufacturing, retailing, offices, residences, arts and crafts, and other uses. Each of these uses provides something important to the city—whether it be to residents, to workers, to shoppers, to tax collectors, or to others. The *West Berkeley Plan* should maintain this mix while minimizing physical and economic incompatibilities and improving environmental quality.

The land use concept of the Plan is designed to support the economic, environmental, transportation, urban design/historic preservation, and housing goals of the Plan. It was developed in conjunction with—not in isolation from—these goals.

The Plan restructures West Berkeley's land use/zoning districts to support appropriate economic development. The Plan's land use concept is designed to support its multisectoral, balanced economic development approach, by clearly targeting different locations for different uses. The Plan designates two (relatively small) portions of West Berkeley as locales where large scale, materials processing "heavy" manufacturers are accepted as legitimate, important, long term uses. It designates a large area primarily for the "light" manufacturing and other light industrial activities which are currently dominant in West Berkeley and which are key to its economic future. Yet the Plan also designates areas for office development—the worksites for many of the professional and technical specialists Berkeley is so rich in. And the Plan also highlights retail "nodes" which provide goods and services and needed tax revenue to the city.

The land use concept supports other goals of the Plan. Environmental quality is central to the Plan—the land use concept supports it by shielding residential areas from uses with high potential for impact. It provides additional environmental buffering along those sensitive edges where residential and heavy industrial uses meet. The clustering of retail uses in the Plan makes improved transit service possible, and also makes possible a more pedestrian oriented, compact urban form. The Plan encourages additional housing development in commercial areas, and in mixed residential/industrial areas.

II. BACKGROUND—EXISTING LAND USE

A. Introduction—West Berkeley's Mosaic of Uses

Land use in West Berkeley is characterized by a wider range of activities than in any other section of Berkeley. Like most economically active parts of the city (though often on a larger scale), there are retailers and offices in West Berkeley, as well as houses and apartment buildings. But unlike other sections of the City, West Berkeley is home to steel foundries, scientific instrument makers, book distributors, and other manufacturing, wholesale trade, and industrial type uses. West Berkeley is also unique in that sites under one ownership range from 2,500 square feet to 25 acres. Thus West Berkeley plays a unique role in Berkeley, as it has since its founding as Oceanview in the mid-19th Century.

This background discussion will first situate West Berkeley in its regional and citywide context. It will then briefly discuss the major types of land uses in West Berkeley—industrial uses, commercial uses, and residential uses, noting where they are typically found. It will then note the relative and absolute intensity of West Berkeley land usage.

B. West Berkeley in Context

1. West Berkeley in the Region

On a regional level, West Berkeley lies in the center of the vast East Bay industrial belt, which stretches from Hayward through Oakland and Berkeley to Richmond and on as far as Crockett. ABAG estimates that there are almost exactly 100,000 manufacturing and wholesaling employees in this area. Virtually every type of manufacturer is (or was) found within this "district"—e.g., oil refining in Richmond, steelmaking in Berkeley, canneries in Oakland and Hayward. The first manufacturers came to this area in the late 19th Century, and there was major development through the first third of the 20th Century, but new companies arrived for decades thereafter. Until the rise of Silicon Valley, this East Bay shore was the largest industrial district in the Bay Area.

The overwhelmingly industrial (sometimes with associated residential) character of the area has been at least partially transformed in much of its length. The area is now often considered more neutrally as the "I-80/I-880 corridor." The transformation of uses is most evident in the redevelopment of Emeryville, but has also occurred in San Leandro, Hayward, Richmond, and even in parts of Oakland (especially near Downtown). Nonetheless, all these cities (including Emeryville) continue to have high levels of industrial employment, and the degree of mix varies substantially from area to area. Manufacturing and wholesaling employment in the East Bay has been expanding and is projected to continue doing so.

2. West Berkeley in Berkeley

The *West Berkeley Plan* area represents some 1/6 of Berkeley's land area. Running the length of the city in a strip near its western edge (see map), West Berkeley is bordered

on the north by Albany, on the West (west of I-80) by the Waterfront and the Berkeley Marina, on the south by Emeryville and Oakland, and on the east (east of San Pablo Ave.) by South Berkeley (south of Dwight Way) and Central Berkeley. Emeryville is in the process of revising its General Plan, while the University of California is engaged in a master planning process for its Albany Village lands which adjoin West Berkeley.

West Berkeley plays several important roles within the city, which are discussed more fully in the Housing and Economic Development Elements. West Berkeley has some 1/3 of the private sector jobs and 1/4 of the total jobs in Berkeley. West Berkeley is Berkeley's manufacturing and wholesaling district, its strongest regional retailing area, and an emerging office/laboratory center. West Berkeley's residential community is relatively small (some 7% of City population), but houses disproportionately high percentages of low income, non-Anglo, and artist households. West Berkeley is clearly a distinct area within Berkeley.

Adjacent to West Berkeley, the City and citizens have developed Area Plans for the Waterfront and South Berkeley. The Waterfront plan calls for the maintenance of the waterfront as primarily open space, with modest hotel, recreation, and conference center uses. The South Berkeley plan (which covers the area between the Oakland line and Dwight Way) does not anticipate major land use changes, but it does seek to revitalize the southern portion of San Pablo Avenue—an area and objective shared with the *West Berkeley Plan*. There is no specific Area Plan for the Central Berkeley area north of Dwight, which is typically zoned R-2 or R-3, and characterized by a mix of single family houses and apartments.

C. Types of Land Use

1. Industrial Uses—The Heavy Lifters

We begin with industrial uses¹, because, despite significant changes in West Berkeley, they remain the biggest land users. Historically, West Berkeley developed around a set of factories. Indeed some of today's West Berkeley manufacturers can trace their origins to the 1890's, though this is exceptional. Thus, West Berkeley's most characteristic built form is the low, large, utilitarian "industrial" building.

Industrial uses dominate in the Manufacturing and Mixed Manufacturing zone, make up 2/3 of employment in the "Mixed Green" zone, are a strong presence in the Mixed Residential zone, and even appear in the Commercial zone (particularly along San Pablo Ave. south of Dwight Way). In 1992, City staff estimates that between "heavy" manufacturing, "light" manufacturing and "warehousing" uses, there were 5.9 million square feet of built space in West Berkeley, accounting for 64% of total built space. Although the analysis probably exaggerated the extent of industrial use, and although there have been major conversions of industrial space to other uses since then, industrial uses still occupy a majority of built space.

¹Following the Preferred Land Use Concept, this report includes manufacturing, wholesale trade, and "other industrial" uses such as transportation, public utilities, construction, and auto repair in discussing industrial uses overall.

“Heavy” manufacturing¹

There are only a few “heavy” manufacturers in West Berkeley, but they play a disproportionately important role. 1992 data indicates that there is roughly 1,000,000 square feet of heavy industrial space. Business License data indicates only 31 heavy manufacturers, 3% of area businesses, but they employ a reported 1,685 workers, 16% of stated employment.² While individual company circumstances vary, the heavy manufacturers tend to have the largest sites, to have been in place the longest, and to have the largest and most heavily unionized workforces. On the physical level, some heavy manufacturers occupy distinctive high-ceilinged yet 1 story buildings, to house large scale machinery.

Heavy manufacturers are generally located in either of 2 clusters. There is a cluster in northwestern West Berkeley, where the Manufacturing zone is located. Here is Pacific Steel Castings (with @300 employees), Flint Ink (formerly Cal Ink, a pre-1900 company), Berkeley Forge and Tool, and others. The other cluster is in southwestern West Berkeley, in the Mixed Manufacturing zone. Miles Labs—founded as Cutter shortly after the turn of the century, Macaulay Foundry, and National Starch and Chemical are among the heavy manufacturers here. Almost all the heavy manufacturers in this area are on large scale, multi-acre sites, while in the northwestern area some are wedged onto smaller sites with a more “urban” feel to them. As an illustration, in the northwest area, forklifts sometimes fill the streets, while in the southwest area material movement is likely to be internal to a site, off streets.

Light Manufacturing

“Light” manufacturing—meaning all manufacturing not designated “heavy”, as well as wholesale trade—is the dominant land use in West Berkeley. These uses occupy some 4.8 million square feet of space in West Berkeley.³ It is found in significant numbers in the Manufacturing, Mixed Manufacturing, Mixed Green, Mixed Residential, and even the Commercial zones. These 266 businesses are spread from Bryant Labs (a chemicals wholesaler) on the Albany border to Berkeley Sheet Metal, which straddles the Emeryville line. Just over half of the light manufacturers (and a full 70% of light manufacturing employees) are located in the Mixed Green zone, with 4th St. south of Addison, Folger St., and Camelia St. east of 6th being particularly strong areas.

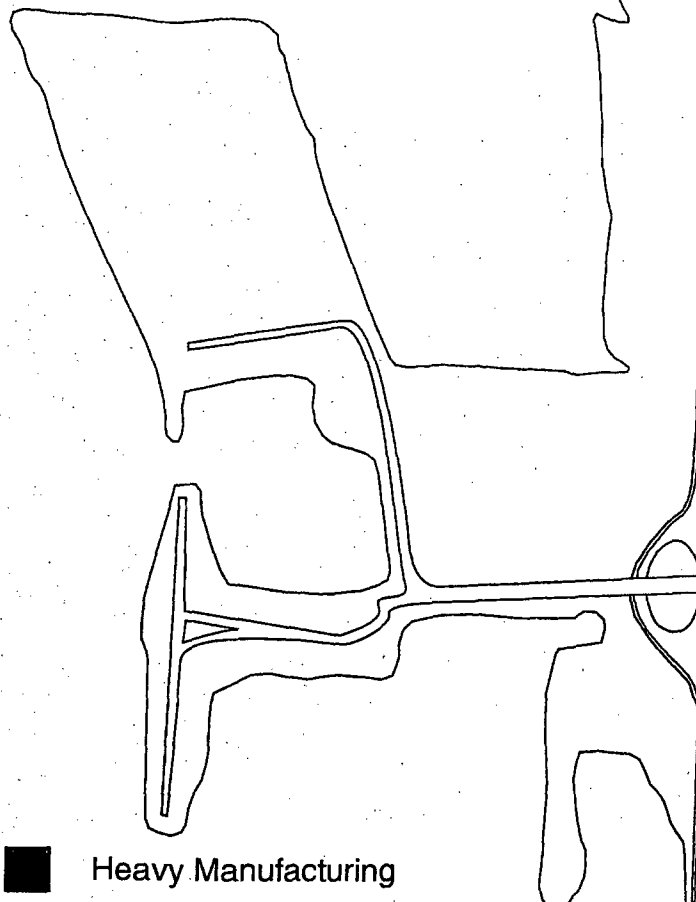
Because of the diversity of light manufacturers, it is difficult to generalize about their land use characteristics. Light manufacturers range from companies with hundreds of employees to 1 and 2 person shops often thought of as “crafts.” They may be bakers, printers, metal fabricators, makers of machinery, scientific instrument makers, or engaged in other activities. A prototypical Berkeley light manufacturer would be found in one or more single story buildings (with some parking adjacent), which it does not








¹Heavy” manufacturing—not an economic term of art—is defined here to include chemicals, including pharmaceuticals, and primary metals.

²1990 Business License data will be used in this report because more recent business license data bases are incomplete. Updated information will be provided when available, either in the Plan document or in a supplementary report. County Business Patterns data is available through 1991.

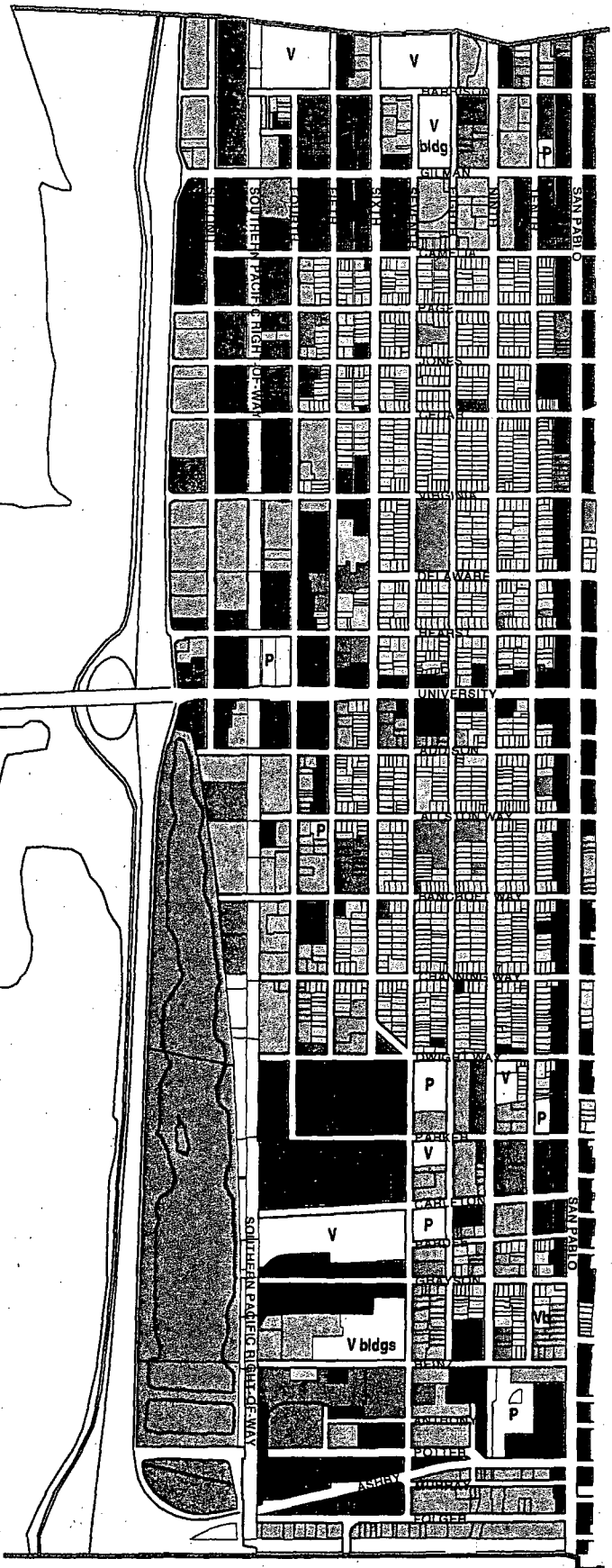
³Because the space inventory was by building type rather than use type, this total probably includes some construction firms and some firms in transportation and public utilities, but these are clearly a small part of the total.

West Berkeley* Existing Land Use (Generalized)



-  Heavy Manufacturing
-  Light Mfrg. & Wholesaling
-  Other Industrial
-  Retail & Commercial
-  Office Based
-  Residential
-  Public Space, Institutional
- V** = Vacant land
- P** = Parking

*dominant uses of portions of blocks,
not parcel by parcel



share with any other company.¹ It would probably be found on a block with 1 or more other light manufacturers, which might also contain other industrial, office, or (in the Mixed Residential zone) residential uses. It is more likely to rent its space, but a larger firm could own at least some of the space. Light manufacturers present today mostly were begun (in Berkeley) since 1960. In general, light manufacturers pay lower wages than heavy manufacturers, but this varies greatly with the unionization of the company and other factors.



Other Industrial Uses

“Other industrial” uses are a broad category of uses which, while not involving manufacturing or wholesale trade, nonetheless have an “industrial” character because of their processes, materials used, and/or land use. Construction, auto repair, and transportation and public utilities are key West Berkeley other industrial uses. The *West Berkeley Plan* area has 232 of these businesses, but they report only 1,304 employees, less than 6 employees per workplace. “Skilled blue collar” work with relatively high average wages dominate these fields, but there is great company to company variation, and construction is subject to great seasonality.

The 104 auto repair businesses dominate this category. 58 of these line San Pablo Avenue from Harrison to Carrison, forming one of the dominant uses on this street. The others are scattered throughout non-residential West Berkeley, but are most likely to be found in the Mixed Green zone. All but 7 of these businesses report 10 or fewer employees.

Construction firms based in West Berkeley make up the other key part of this use group. These firms favor locations in the Light Industrial zone, but can also be found in

¹But the smallest companies would be in multi-tenant buildings (e.g. Kawneer, Folger-Murray) while some companies (e.g. Andros) are using 2 story buildings.

the Mixed Use Residential, or, less frequently, in the Commercial or Residential zone. The firms tend to be small, but 10 report employing 10 or more employees (and construction employment is highly cyclical). The actual sites that construction companies use vary from simple offices to yards of several acres where vehicles and materials are stored.

Agricultural uses, moving and trucking, and repair of items other than cars round out the category. Some notable sites are Pacific Bell's vehicle yard near 4th & Harrison and Macy Movers at 7th & Heinz.

D. Commercial Uses—The Fastest Growing Presence

Office and Laboratory Uses

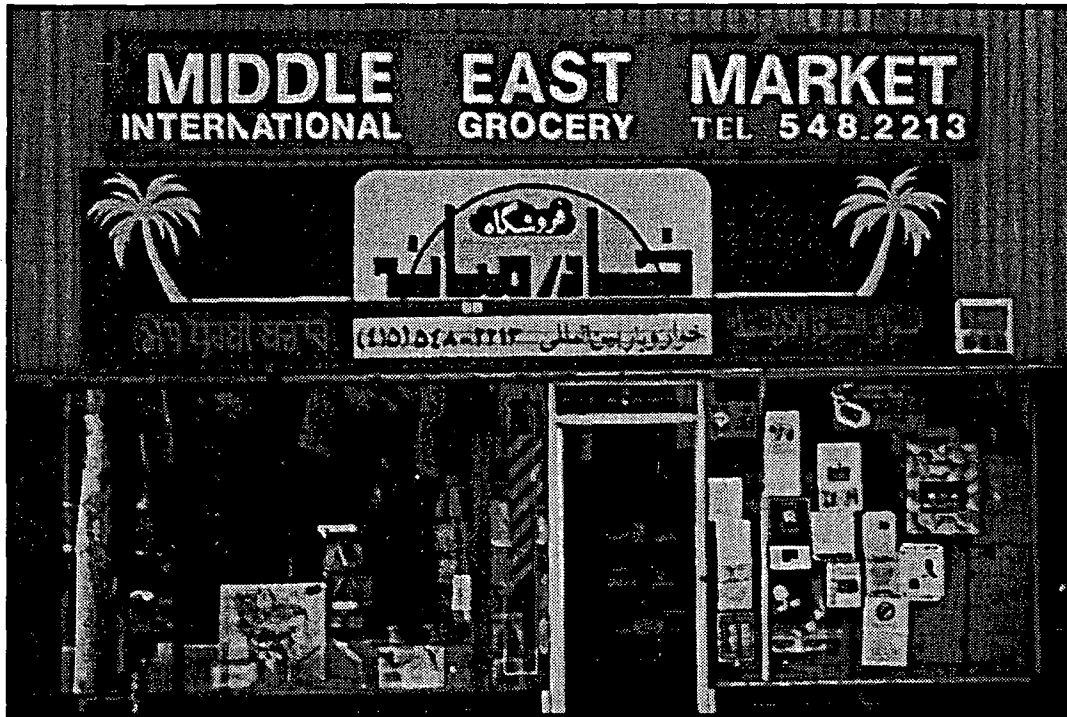
Freestanding offices and laboratories (that is, ones which are not simply part of an industrial operation) are a relatively new (on a large scale) activity in West Berkeley, but they have grown to almost 20% of its private employment. They occupy some 850,000 square feet of space. West Berkeley's office-based firms operate in business services, graphic design, software, architecture and engineering, and many other fields. With 1,923 employees, these firms report only 7 employees per business. Average wages for these firms tend to be high, as they are made up of generally well-paid professionals and less well-paid clerical staff.

The majority of office-based firms are found in the Mixed Use/Light Industrial, where they make up roughly 1/3 of total private employment. Major concentration points for these uses are Parker Plaza at 9th & Parker (and the Fantasy Records building diagonally across the street) and the Durkee complex west of 7th & Heinz, where Xoma Corporation has over 200 employees in its labs. This complex also houses the state Department of Health Services labs, with its public employees not included in these totals. A major Kaiser medical lab is located on Eastshore between Virginia and Hearst. 68 firms are found in scattered small buildings in the Mixed Use Residential zone, in locations such as a small cluster of graphic design firms around 5th & Delaware. A smattering of health care offices are found along San Pablo Ave. and other major streets.

Retail Uses

Retail trade has expanded dramatically in West Berkeley in the 1980's. Retail space now occupies over 1,000,000 square feet in West Berkeley—the equivalent of 2 large regional shopping centers. Employment more than doubled to 2,385, while the number of businesses (including personal services such as barber shops) grew to 310. West Berkeley is the main "regional" retail area in Berkeley. While the bulk of retailers are small, a disproportionate percentage of sales was garnered by such larger firms as Whole Earth Access, Weatherford BMW, Truitt and White, and REL. West Berkeley is represented in all retail categories, perhaps most strongly in specialty retail. While auto dealers are an exception, most West Berkeley retailers are non-union and low paying relative to other sectors.

Almost 3/4 of West Berkeley retail employment (and 2/3 of businesses) is in the commercial zone. This includes the major businesses along the north side of Ashby Ave. and the fashionable complex centered on 4th and Hearst. These areas have seen strong sales growth in their former industrial and newly constructed buildings. Less spectacular,



but still healthy, are the smaller businesses along University and San Pablo Avenues. Along these streets, food stores (many with an ethnic focus), liquor stores, restaurants, and auto parts stores dominate. However, specialty retailers such as REI and Amsterdam Art can also be found on these streets, while the mini-mall at Cedar & San Pablo represents an upscale version of the street's traditional food and liquor orientation.

Virtually all of the retail space outside the commercial zone is in the Mixed Green zone, where the growing Building Materials sector is the key use. Such establishments can be found along Ashby, near the foot of Hearst, and to a lesser extent off Gilman St. These businesses have a different land use and sales pattern than other retailers—much of their stock is stored outside. These stores also sell some 1/3 of their wares to contractors.

E. Residential Uses

While most of West Berkeley is devoted to economic activity, there are also some 3,000 dwelling units—roughly 7% of the Citywide total. Almost half of West Berkeley's units (44%) are in single family houses; with the addition of 2 unit structures (19% more units) almost 2/3 of units are accounted for. Only 8% of units are in larger apartment buildings of 10 units or more. Small homes on small lots—often less than the “standard” 5,000 sq. ft. are the West Berkeley norm.

Most of West Berkeley's housing—over 2,000 units—is found in the “residential core” areas—between Dwight and Camelia, from 6th St. to just west of San Pablo Ave. The residential core areas north and south of University Ave. are broadly similar, although houses in the northern area are slightly smaller (averaging 4.9 rooms per owner-occupied unit, compared to 5.2 in the southern area, and 5.9 in Berkeley as a whole). The northernmost residential area, between roughly Delaware and Camelia has many “bungalow” style houses, reflecting a somewhat more recent style than residential streets

further south. Detailed information about the residents of West Berkeley is provided in the Housing Element.

Residences, however, are not limited to quiet local-serving streets. A 1986 land use survey indicated 239 units along San Pablo Ave. and 34 units along University Ave., often (although not always) above retail. Additionally, there is the 75 room UA Homes residential hotel at 10th & University, which is being restored to occupancy as a non-



profit residential hotel. West Berkeley's highest density zoning and largest apartment complexes are found on or near University Ave. There is also an important residential community intermixed with some light manufacturing (and similar) uses. This housing is concentrated along 5th St. and in the Grayson St. area in the newly designated Mixed Use/Residential district.

Live-work uses account for a small proportion (perhaps 2%) of West Berkeley's housing, but have gained prominence and posed challenges for City regulation. Originally pioneered by artists and craftspeople converting industrial spaces themselves, live-work has now attracted developers seeking more upscale residents. Because many live-work units do not have City permits there is no comprehensive inventory, but major sites include the Durkee building (Heinz St. w. of 7th), The Tannery (4th St. btwn. Gilman & Camelia), 1450 4th (constructed on 4th btwn. Page & Jones), and 947 Pardee (constructed at 9th & Pardee).

The Element now discusses the characteristics of the areas in each land use designation.

Table 1-1: West Berkeley Employment by Broad Sector in Proposed Zoning Districts

Use Category	Zoning District											
	Manufacturing		Mixed-Manufacturing		Mixed Use/Residential		Mixed Use/Light Industrial		Commercial		Total Plan Area	
	Firms	Employees	Firms	Employees	Firms	Employees	Firms	Employees	Firms	Employees	Firms	Employees
"Heavy" Manufacturing*	9	537	4	770	10	257	7	106	1	14	31	1,684
"Light" Manufacturing**	16	187	12	87	140	2,180	53	400	39	212	266	3,097
Other Industrial***	3	118	3	16	72	471	39	279	97	357	232	1,304
Retail Trade****	3	10	4	12	49	545	15	46	219	1,746	310	2,385
Office-Based*****	4	10	4	30	100	1,099	68	386	56	257	272	1,923
TOTAL	35	862	27	915	371	4,552	182	1,217	412	2,586	1,111	10,393

*"Heavy" Manufacturing is chemicals, including pharmaceuticals, primary metals, and asphalt products.

**"Light" Manufacturing is all other manufacturing; wholesale trade; and warehousing.

***Other Industrial is agriculture, construction, transportation and public utilities, auto repair, and miscellaneous repair services.

****Retail Trade is retail trade and personal services.

*****Office-Based is finance, insurance, and real estate; travel agencies; and services not listed above including business services, engineering and management.

Source: Business Licenses, 1990, City of Berkeley.

Note: Plan Area totals include 84 firms with 262 employees located in residential areas and Aquatic Park and not reflected in columns.

Note: Business License data tends to understate employment somewhat, due to underreporting.

F. Land Use in Plan Districts

Mixed Use/ Light Industrial District

This description begins with the Mixed Use/ Light Industrial district because it is the largest one (outside of the purely residential areas), covering roughly 300 acres. This district in many ways represents the linchpin of the *West Berkeley Plan*. It contains the most employment of any district—4,552 jobs or 44% of the total reported jobs (on Business Licenses) for the Plan area. The area's broad importance is indicated by the fact that it is home to 51% of the manufacturing and wholesaling employment, and 57% of office-based services. Manufacturing and wholesaling make up over half—54%—of the jobs in the district (2,437 jobs). There are 77 manufacturers in the district, virtually as many as in the Manufacturing, Mixed Manufacturing, and Mixed Use/Residential districts combined, which have a total of 79 manufacturers. 6 of the 10 largest manufacturers in West Berkeley are located in this district.

In the Mixed Use/Light Industrial office-based services account for almost another quarter of district jobs (1,099 jobs or 24%). The district does not incorporate the centers and retail employment is modest—477 jobs, or 12% of the area total, with the bulk of these coming in the rather atypical Building Materials and Garden Supplies sector.

Manufacturing District

The manufacturing district is a "gritty" territory of metal "shed" buildings, tall cranes, and forklifts in the street. The district is generally west of 4th St. and north of Virginia St., though its borders are irregular. About 900 workers (862) in 35 firms labor here, with 84% of them in manufacturing and wholesaling. Flint Ink (formerly Cal Ink), Pacific Steel Castings, and billboard builder Gannett Outdoor Advertising are the largest employers here, along with other smaller "heavy" manufacturers.

Table 1-2: Percentage of Each Sector's Employment in Each Zone (totals across)

Sector	ZONING DISTRICT					Total
	Manufacturing	Mixed- Manufacturing	Mixed Use/ Residential	Mixed Use/ Light Industrial	Commercial	
"Heavy" Manufacturing	32%	46%	15%	6%	1%	100%
"Light" Manufacturing	6%	3%	70%	13%	7%	100%
Other Industrial	9%	1%	36%	21%	27%	100%
Retail Trade	0%	1%	23%	2%	73%	100%
Office Based	1%	2%	57%	20%	13%	100%
Total	8%	9%	44%	12%	25%	100%

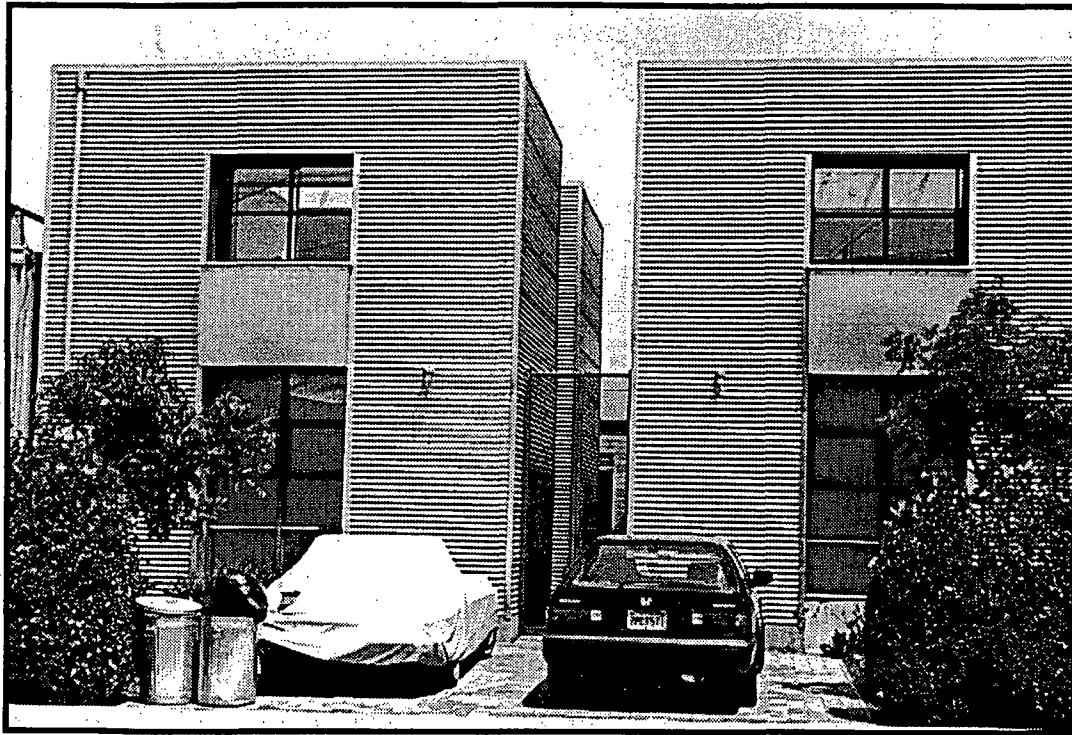
Note: Rows do not always add to 100% because of employment in Aquatic Park and in the residential zones.

Table 1-3: Percentage of Each Zone's Employment in Each Sector (totals down)

Sector	ZONING DISTRICT					Total
	Manufacturing	Mixed- Manufacturing	Mixed Use/ Residential	Mixed Use/ Light Industrial	Commercial	
"Heavy" Manufacturing	62%	84%	6%	9%	0%	16%
"Light" Manufacturing	22%	10%	48%	33%	9%	30%
Other Industrial	14%	2%	10%	23%	24%	13%
Retail Trade	1%	1%	12%	4%	53%	23%
Office Based	1%	3%	24%	32%	14%	19%
Total	100%	100%	100%	100%	100%	100%

Mixed Manufacturing District

The Mixed Manufacturing district is made up of the "superblocks" between 7th St. and the railroad track, Dwight Way and Heinz St. These blocks were laid out as the early 20th Century version of an "industrial park." The area is dominated by large sites—Miles' almost 25 acres, Some 10 acres at the former Colgate plant, and other similarly large sites. Some 900 employees work here (915) although for a mere 27 businesses. Recent employment increases at Miles have raised the employment total. Employment in the district is 90% manufacturing and wholesaling, with Miles, Macaulay Foundry, and Artworks Foundry leading employers.



The Mixed Use/Residential District

The Mixed Use/Residential district's non-residential uses are divided among manufacturing and wholesaling, with 506 employees (42% of the district total), with 386 (32%) in office-based and non-repair services, and 279 (23%) in other industrial uses such as construction and auto repair. The district is not insignificant economically, with 12% of total West Berkeley jobs, 21% of West Berkeley light manufacturing jobs, and 20% of West Berkeley office-based jobs. However, businesses in the district tend to be smaller than in other districts, with the largest employer here reporting only 60 jobs. But among the 200+ businesses in the district, there are over a dozen construction companies, a similar number of printers and publishers, almost 20 small wholesalers, and a large cluster of business service firms. Residentially, the district contains 373 units (according to the 1990 Census), 90 of which (or 25%) are concentrated at the Oceanview Gardens/Delaware St. Historic District site. One unit houses predominate in the area, but there are many duplexes, and some 3 and 4 unit structures. The Oceanview Gardens development is composed primarily of 6 unit structures.

Commercial District

Most of the district's employment—1,746 jobs or 73% of its total is in retail and personal service uses. Similarly, the district represents 73% of West Berkeley retail/personal service jobs. 8 of West Berkeley's 10 largest retail employers are in this district. Whole Earth Excess, Spenger's, and REI are among these leading employers. The district also has a substantial residential population, with approximately 300 units. Areas with substantial numbers of residents include University Ave. from 8th to 10th, and San Pablo Ave. from University to Cedar, San Pablo Ave. from Addison to Parker, and 10th St. south of Dwight Way. In all of these areas, however, residential and commercial uses are mixed, either on the same property, or on the same block.

Figure 1-2: West Berkeley Plan Conforming and Non-Conforming Uses*

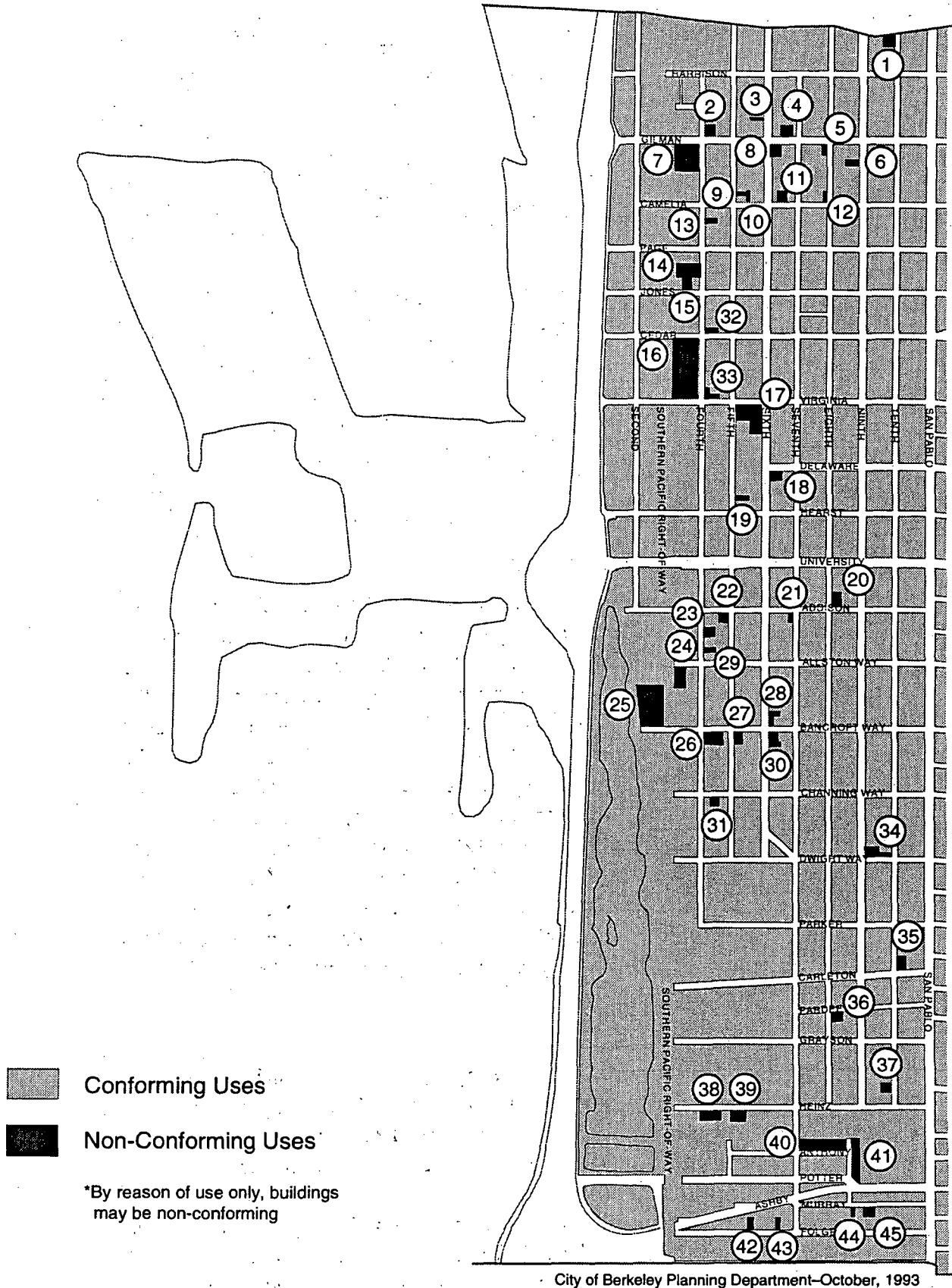
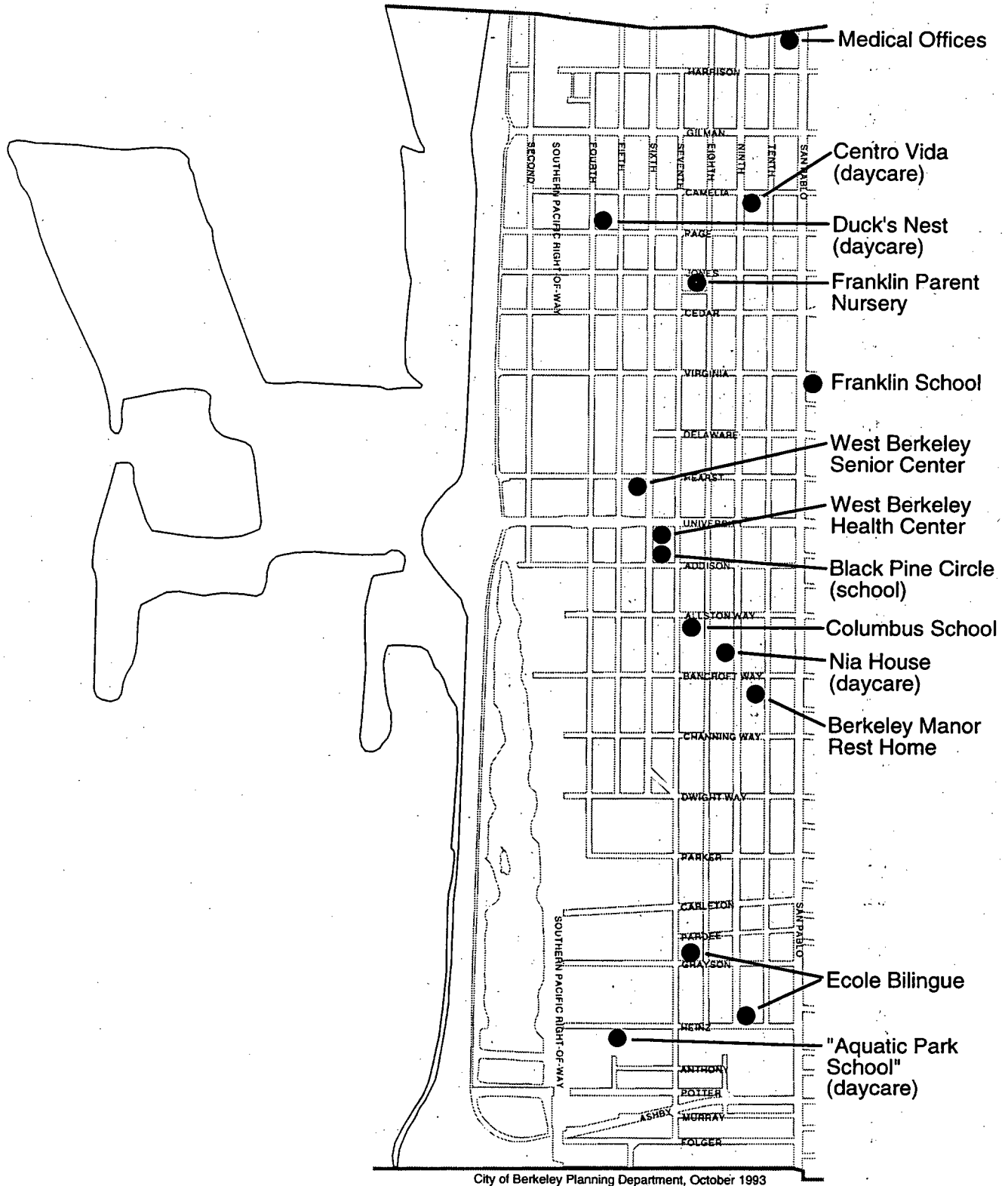


Figure 1-2: Legend

Number	District	Use
1.	Light Industrial	Residence
2.	Light Industrial	Retail
3.	Light Industrial	Residence
4.	Light Industrial	Retail
5.	Light Industrial	Retail
6.	Light Industrial	Retail
7.	Manufacturing	Office/Live-work
8.	Light Industrial	Retail
9.	Light Industrial	Residence
10.	Light Industrial	Residence
11.	Light Industrial	Residence
12.	Light Industrial	Residence
13.	Manufacturing	Day Care
14.	Light Industrial	Live-work
15.	Light Industrial	Residence
16.	Light Industrial	Heavy Manufacturing
17.	Mixed Use/Residential	Manufacturing
18.	Residential	Office*
19.	Mixed Use/Residential	Retail
20.	Residential	Manufacturing*
21.	Residential	Manufacturing*
22.	Mixed Use/Residential	Retail*
23.	Light Industrial	Bathhouse
24.	Light Industrial	Heavy Manufacturing
25.	Light Industrial	Soil Blending
26.	Light Industrial	Retail
27.	Mixed Use/Residential	Heavy Manufacturing
28.	Residential	Manufacturing*
29.	Light Industrial	Residence
30.	Residential	Manufacturing*
31.	Light Industrial	Residence
32.	Light Industrial	3 Residences
33.	Light Industrial	3 Residences
34.	Residential	Nursery*
35.	Light Industrial	2 Residences
36.	Mixed Use/Residential	Manufacturing
37.	Mixed Use/Residential	Retail
38.	Light Industrial	Retail
39.	Light Industrial	Live-work
40.	Light Industrial	Retail
41.	Commercial	Heavy Manufacturing
42.	Light Industrial	Residence
43.	Light Industrial	Residence
44.	Light Industrial	Residence
45.	Light Industrial	Retail

*(non-conforming under current zoning)

Figure 1-3 : Sensitive Receptors



City of Berkeley Planning Department, October 1993

Residential Districts

The residential districts of West Berkeley—overwhelmingly zoned R1(A), with small amounts of R3, and R4, are virtually unmodified by the Plan. The 2 residential Census tracts (which cover the area from Dwight to Camelia, 6th to San Pablo) total 256 acres, but this figure includes some commercially zoned frontage on University and San Pablo. City records indicated (as of 1989) 2,356 housing units in the 2 tracts. Somewhat less than half of the units (43%) were in 1 unit structures. An additional fifth of the units (21%) are in structures with 5 or more units. Almost all of these apartment buildings are non-conforming uses because they were built before the area was downzoned. There is also employment in the district—in existing non-conforming commercial structures, and in home occupations, which are counted as employment in Berkeley's business licenses.

G. The Intensity of West Berkeley Land Use

The modest scale of West Berkeley housing is noted above. Other types of West Berkeley land use also reflect modest intensity of development. Only 1 small area of West Berkeley—the portion incorporating Parker Plaza and Fantasy Records—has an overall Floor Area Ratio (FAR) of greater than 1. This means that only in this area is there on average more than 1 square foot of building for each square foot of land, although there are other individual sites with an FAR of greater than 1 (e.g. Colgate). FARs of 2 or more are rare. By contrast, FARs of 3 or 4 or more are found in Downtown Berkeley.

Permitted Floor Area Ratios (FAR) it should be noted, are greater. The existing M district has no maximum permitted FAR, but the 3 story height limit would theoretically allow FARs as high as about 2.7. The need to provide parking is the constraint in this case. The Special Industrial (SI) district has a permitted FAR of 1.0 for non-residential structures. The distinction between the permitted FARs and the existing stems from the fact that while a single lot or 2 on a block may be developed to the maximum FAR, it is unusual that the entire block is built to that level. In many cases property owners—particularly manufacturers seeking the most efficient goods movement—do not wish to build to a maximum FAR. Thus the permitted FAR serves more as a maximum than as a predictor of likely level of development.

The scale of West Berkeley development indicates its character as an industrial district of intermediate age. The Bay Area's oldest remaining industrial district—South of Market in San Francisco—is characterized by multi-story buildings which have become increasingly difficult to use. Newer industrial areas (e.g. industrial parks in South San Francisco) are almost exclusively single story buildings and provide greater amounts of parking and loading space than in West Berkeley.

III. ANTICIPATED DEVELOPMENT IN WEST BERKELEY

Assumptions for Projection

Future development in an area can only be projected, with no claim to "scientific" accuracy. The land use regulations embodied in this Plan set the maximum permitted development levels, but market conditions will generally dictate whether private developers will take advantage of these opportunities. The City itself does not plan to undertake major development projects in the area, with the possible exception of relocating its Corporation Yard.

The analysis in this document uses the same assumptions used in the Environmental Impact Report on the Plan. City staff, with the assistance of development professionals, have identified the major development opportunities that exist in West Berkeley. These include both vacant sites, and sites where expansions or changes of uses are likely. In addition, the EIR builds in allowances for expansion of existing smaller scale development. The projections were developed by reviewing: 1) Projects now approved (including under construction as of Fall, 1992); 2) Projects proposed; and 3) Potential projects in each zone, for each use. The Plan and EIR assume that the available sites will be fully developed by 2005. Such "buildout" may not occur, but assuming that it will is conservative in terms of traffic which will have to be handled and other issues.

This document provides a summary of projected development in West Berkeley through 2005. Further detail is available in the *West Berkeley Plan Draft Environmental Impact Report*.

Overall Level of Development

Development under the *West Berkeley Plan* is projected to be significant, but in scale with existing development. The Plan projects that West Berkeley will add some 1,535,000 of non-residential development, including laboratory, manufacturing, office, and retail space. If realized, this would represent a 16% addition to the existing stock (as of 1992) of some 9,300,000 square feet (see Table 1-4). 400,000 square feet of new manufacturing space are projected, as are 680,000 square feet of new office/"R and D" space, and 525,000 square feet of retail space. Under the Plan at least 200 residential and live-work units¹ will be added to the existing stock of 2,970 housing units (including live-work). Thus the Plan projects at least a 7% increase in residential space.

As the EIR discusses, the great bulk (1,340,000 square feet) of the projected development is in 8 major projects. These are development at the University's Harrison Properties; re-occupancy of Utility Body; commercial development at the Spenger's parking lot; the approved Miles Development Agreement; reuse of the Colgate site; development at the "Colgate East" parking lot across 7th St.; Live-work development on the Husted's Towing site, and expansion of Whole Earth Access. As of September, 1993,

¹These projections include live-work space with their projection of housing development. Strictly speaking, live-work is not housing, because it incorporates both a living space and work space. The proposed live-work ordinance treats live-work space as more "commercial" than "residential". However, regardless of how this issue is viewed, since live-work will provide living space for households, it is appropriate to include it in the housing totals. The Housing and Social Services Element provides further discussion of West Berkeley's recent levels of housing development.

only the Miles project and demolition of buildings at the Colgate site (but no new buildings) have been approved by the City, so none of the other projects are certain.

Table 1-4: Existing Non-Residential Space and Projected Development by Use*

	Manufacturing & Wholesaling	Office "R and D"	Retail	Other**
Existing Space, 1992	5,930,000	855,000	1,350,000	1,140,000
Projected, 1992-2005	+400,000	+680,000	+325,000	+135,000
% Change, 1992-2005	+7%	+79%	+24%	+12%
Total, 2005	6,330,000	1,535,000	1,675,000	1,275,000

*rounded to nearest 5,000 sq.ft.

**Other includes auto repair shops, banks, motels, schools, churches, and other institutional uses. The expected increase in space assumes development of a Corporation Yard for the City and School District.

Development Projections and Development Objectives

In its effort to balance various types of development, the *West Berkeley Plan Preferred Land Use Concept* (the predecessor document to this one) adopted objectives for growth over the 15 year Plan period in various uses—Manufacturing (and wholesaling), Office and Laboratory, and Retail. The Committee set objectives of adding 350,000 square feet of manufacturing space, 400,000 square feet of office and laboratory space, and 300,000 square feet of retail space. Clearly, projected growth of space meets or exceeds these targets in each area. This added space was targeted to add 700 manufacturing jobs, 1,200 office and laboratory jobs, and 1,200 retail jobs. These objectives were arrived at by using ABAG's projections for economic growth in Berkeley as a whole as benchmarks.

Housing Development Potential

In addition to providing space for jobs, the *West Berkeley Area Plan* must provide space for additional housing. An assessment of potential housing development sites in the Plan Concept suggests that West Berkeley can meet a reasonable target of 200 units development over the next 15 years. Housing development potential exceeds a reasonable housing goal by 95-120 units, possibly more.

Summary of Potential	
Commercial corridors	152 units
Mixed Use residential	108 units
Second units	13 units
Live-work conversions	Unquantified
Total	273 units*
*Total units plus live-work conversions	

Development Opportunities:

The *West Berkeley Plan* provides 3 types of housing development opportunities—Commercial corridors (especially San Pablo Ave.); the Mixed Use Residential zone; and second units with single-family houses.

The projection assumes 8 housing development sites with 152 units in 3 story mixed use buildings on San Pablo Avenue (feasible only under relaxed parking standards); 6 housing development sites with 108 units in the Mixed Use/Residential district (not including possible additional conversions of industrial space to live-work use), and 13 second units with single family houses (added to 1% of the existing single family house stock).

IV. GOALS AND POLICIES

The *West Berkeley Plan* Preferred Land Use Concept developed a substantial list of land use goals and policies. Taken together, they provide a broad statement of the many activities the Plan seeks to provide for and balance. They provide important points of reference in both developing zoning rules and making land use decisions on specific projects, but of course do not directly answer what should be done on a given site.

The key land use goals and policies are listed and explained below. It should be noted that many goals and policies with an important bearing on land use are found in the Economic Development, Design, and Housing Elements.

Goal 1:

Over the economically active area of West Berkeley, provide for a continued economic and land use mix, incorporating manufacturing, other industrial, retail and office/laboratory uses, to benefit Berkeley residents and businesses economically, benefit the City government fiscally, and promotes the varied and interest character of the area.

Rationale:

Maintaining a mix of uses within West Berkeley is the overriding goal of the *West Berkeley Plan*. This mix is the key feature which distinguishes West Berkeley from other areas of Berkeley and the region—if it disappeared, so would West Berkeley's uniqueness. Even those policies which specify certain areas for certain uses (e.g. manufacturing) do so in the service of assuring that those uses will remain part of the overall West Berkeley mix, and not simply disappear. The mix assures that a variety of businesses, some of which best meet job needs, others of which provide the City the most tax revenue, and still others of which provide important goods and services, can remain and flourish.

Policies:

- A. Retaining, through planning, zoning and land use policies which shield manufactures from economic and physical incompatibilities with other uses, sufficient land and buildings to maintain the current level of manufacturing employment at a minimum.
- B. Providing, through zoning districts, development standards, and other tools, space and incentives for expansion of manufacturing firms, particularly the growing light manufacturing sector.
- C. Providing space for, and designating appropriate locations for— in planning and zoning policies—both neighborhood and regional serving retail businesses.
- D. Providing space for, and designating appropriate locations for, office, service, and laboratory businesses, particularly growing Berkeley based businesses which are particularly suited to West Berkeley's physical environment.

Goal 2:

Channel development—both new businesses and residences and the expansion of existing businesses—to districts various which are appropriate for the various existing elements of the West Berkeley land use mix.

Rationale:

The Preferred Land Use Concept was based on the concept of channeling different types of uses to different parts of West Berkeley, within the context of its overall mix. It therefore developed a new zoning districting plan for West Berkeley. This Goal and its associated policies set forth the rationales for creating each of the districts.

Policies:

- A. Create a Manufacturing district as a general industrial district, where the full range of existing manufacturers—both “heavy” and “light”—can function without interference from other types of uses.
- B. Create a Mixed Manufacturing district as a general industrial district, where both heavy and light manufacturers can function, along with “biotech” industries and office users which can recycle the upper stories of buildings.
- C. Create a Light Manufacturing district which allows a wide range of light manufacturers to continue to operate and expand and limits loss of their spaces to other uses, while providing an opportunity for office development where it will not unduly interfere with light manufacturing uses, and for laboratory development in appropriate locations.
- D. Create a Mixed Residential district as a special mixed use district which will recognize and support the continued evolution of a unique mix of residential, light industrial, and arts and crafts uses, with a particular effort to strengthen residential concentrations existing there.
- E. Create a Commercial district which will foster the continued vitality of West Berkeley’s neighborhood and regional serving retail trade, in as pedestrian-friendly a manner as possible.
- F. Maintain Residential districts which will provide decent, safe, and sanitary living environments for a wide range of types of household.

Goal 3:

Protect residential core neighborhoods from adverse impacts of economic growth—especially traffic and parking congestion and noise.

Rationale:

The residential core neighborhoods are made up primarily of houses and apartments, much like other residential Berkeley neighborhoods. A safe and pleasant residential environment is important there. These neighborhoods should enjoy the same

protection from through traffic on non-arterial (and non-collector) streets and from commercial parking spill-over that other residential neighborhoods enjoy. The facts that these neighborhoods are adjacent to industrial and other economically active areas, and that they are occupied in large part by low income people do not diminish their need for these protections.

Policies:

- A. Protect residential streets which are not arterials or collectors from through traffic, both from trucks and commuters.
- B. Protect the residential core neighborhoods from parking spill-over generated by nearby office and residential uses.

Goal 4:

Assure that new development in any sector is of a scale and design that is appropriate to its surroundings, while respecting the genuine economic and physical needs of the development.

Rationale:

The modest scale of many West Berkeley areas, both residential and economically active, is an important aspect of their character. As development occurs in these areas, the City must balance the economic and physical needs of the development itself with the scale of the area, should these come in conflict.

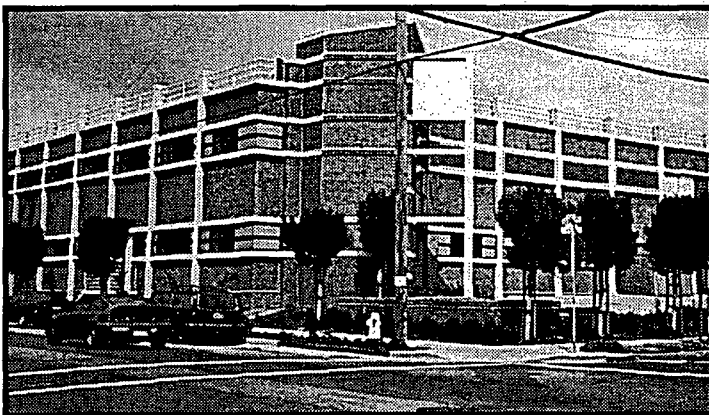
Goal 5:

Clarify and rationalize the development review process, so that clearer guidance is given to applicants and people affected by projects, and so that decisions on projects may occur more rapidly, while providing appropriate opportunities for citizen input.

Rationale:

Many businesses and developers have argued that Berkeley's project review process is unduly long and complex. The *West Berkeley Plan* seeks to provide both greater certainty of outcome to applicants and affected parties, and more rapid permit processing.

The Plan achieves both seemingly contradictory goals by providing more detail on permitted and prohibited uses than the previous zoning, while allowing a greater number of projects which meet zoning standards to proceed without cumbersome and time-consuming public hearings.



V. THE LAND USE DISTRICTING CONCEPT OF THE PLAN

One of the most important parts of the *West Berkeley Plan* is its land use concept. The land use concept is designed to guide West Berkeley's evolution through at least the year 2005. The concept lays out a completely revised set of land use districts for West Berkeley (see the following color district map). These districts are designed to become new zoning districts once the final Plan is adopted.

The concept represents a balance between a strong emphasis on the need to conserve desirable existing uses and the need to allow reasonable evolution and development. It seeks to balance the legitimate, yet sometimes conflicting interests of the many "stakeholders" in West Berkeley—residents, manufacturers, workers and their unions, retailers, property owners, the University, the City itself, and many others. The Plan land use concept seeks to give clear guidance on what activities are desired where within Berkeley, yet allow the continued development of a creative, exciting mixed use area. For the first time in West Berkeley, the land use concept provides a clear gradation of uses and development intensity from the residential areas, through mixed use areas to the manufacturing areas.

Overview of the Districting Concept

While the concept was developed through an intensely participatory process, which required numerous trade-offs and compromises from all participants (see the Process section), there is nonetheless an underlying logic to the concept. The concept recognizes that, although West Berkeley is, on the whole, an area with very mixed uses, individual areas within it do have certain predominant uses. Other areas have a mix of uses, but they do not generally have the full range of uses from "heavy" manufacturing to single family detached residential (see Figure 1-4 for a diagrammatic depiction of the varying mix of uses in the Plan's land use districts). There are 6 land use designations (types of zoning) for the whole of West Berkeley.

Some areas have a use mix dominated by "heavy" and "light" manufacturing, these are designated as the Manufacturing and Mixed Manufacturing districts. In much of West Berkeley, light manufacturing and other light industrial uses (e.g. auto repair) are the primary land use, these areas are designated as Mixed Use/Light Industrial district. Retail commercial concentrations have developed, not only along San Pablo and University Aves., but around 4th & University and 7th & Ashby as well. These areas were designated Commercial. Some areas mix industrial and residential uses closely together—these areas have been designated Mixed Use/Residential. The remaining areas are overwhelmingly residential, and remain in their existing residential zoning (whether it be R-1A, R3, or R4). This pattern is described in more detail in the following section.

In addition to this overall concept, there were a number of principles which guided the development of the land use concept. Most important among these were:



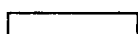
- New land use districts/zones should recognize the existing character of an area, and create as few non-conformities as possible;

- The zoning should allow desired development in an area (e.g. residential infill, expansion of existing manufacturers), but generally not permit a radical change of area character;
- Although they are not the only consideration, the desires of businesses, property owners, and residents in a particular area are especially important in developing districting/zoning for that area;
- Zoning should specify, as clearly as possible, permitted and prohibited uses in an area, to give guidance to applicants (for permits) and to reduce permit processing time;
- Manufacturing, wholesaling, and warehousing space should be maintained in those uses as much as possible, to meet the Council/Planning Commission mandate to maintain manufacturing jobs;
- All uses, even those permitted in a zone, are subject to review for environmental impacts. However, whether an Environmental Impact Report (EIR), an Initial Study, or other environmental document is needed will be determined by the nature and scale of an application;
- Existing residential clusters within mixed use areas should be strengthened and legitimized;
- Residents should be buffered from the effects of heavy industrial uses as much as possible;
- Retail uses should be clustered, to strengthen existing retail areas, to make them for walkable, and to prevent retail sprawl.

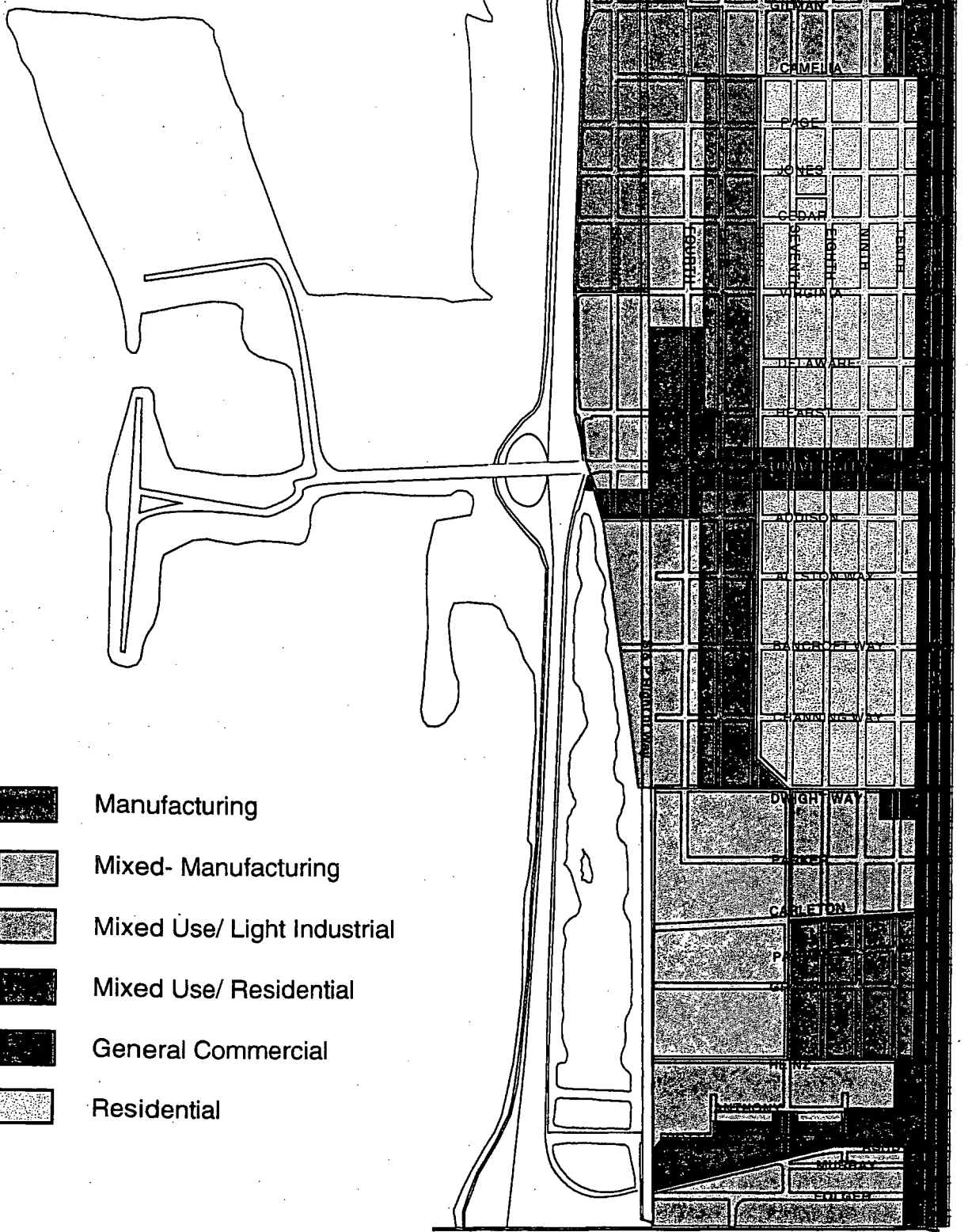
Figure 1-4: The Spectrum of Permitted Uses
West Berkeley Plan Districts Generally Permitted Uses by District

Districts	Use Categories						
	"Heavy" Manufacturing	Light Manufacturing	Other Industrial	Offices	Live-Work	Retail	Residential
Manufacturing	Use generally permitted in district						
Mixed Manufacturing	Use generally permitted in district			Use permitted to more limited extent in district			
Mixed Use/Light Industrial		Use generally permitted in district		Use permitted to more limited extent in district			
Mixed Use/Residential		Use generally permitted in district				Use permitted to more limited extent in district	Use generally permitted in district
Commercial		Use generally permitted in district		Use generally permitted in district			
Residential						Use permitted to more limited extent in district	Use generally permitted in district

Legend:

-  Use generally permitted in district
-  Use permitted to more limited extent in district
-  Uses not indicated are generally prohibited in district

**West Berkeley Plan
Land Use Districts (Proposed)**



Specific Districts in the Concept

General Manufacturing Districts

There are 2 small districts in the Plan which allow process intensive, "heavier" manufacturing uses, as well as light industrial uses. These are the Manufacturing District in northwestern West Berkeley (largely west of the railroad tracks), and the Mixed Manufacturing District in southwestern West Berkeley (around the Colgate and Miles sites). These areas are the present home to most West Berkeley "heavy" industries such as steelmaking and ink production. These districts are closely targeted to industrial uses, and generally do not allow residential, live-work, retail, or office uses (except on upper stories in the Mixed Manufacturing District). Office, laboratory, and retail uses which are integral to a manufacturing operation (e.g. a store selling products made on site) are permitted in the district. These small areas—some 94 acres in the Manufacturing zone and 79 acres in the Mixed Manufacturing zone—most closely follow the model of "Protected Manufacturing Districts" that manufacturing advocates sought for West Berkeley. While industrially oriented, the Mixed Manufacturing district is somewhat less tightly targeted than the Manufacturing District, allowing freestanding laboratories and office uses on upper stories, so that multi-story buildings in the district can be more easily used.

Mixed Use/Light Industrial District

The district is proposed for most of the areas where light manufacturing and industrial uses predominate in West Berkeley. These include the northern area, north of Camelia St. (home to such companies as Hopkins Screen Printing, Clear Com, and Mousefeathers). There is also the western area—west of 4th between Camelia and Dwight—(location of A&B Die Casting, De Soto, Peerless Lighting, and Andros Analyzers among others). There is the Parker St. area east of 7th (site of Ion Systems, Nolo Press, and Consolidated Printing). South of Heinz most areas are in the district, except for the north of Ashby commercial corridor (taking in Xoma sites and the "Durkee" project, as well as East Bay Steel).

Permitted uses in the district are broadly light industrial in character, with various types of light manufacturing being allowed but not "heavy" manufacturing. Freestanding laboratories (i.e. those not associated with a manufacturing use) would be permitted only in the areas between the railroad track and Aquatic Park, and north of Gilman St, to limit potential exposure to residential neighborhoods. Office uses are permitted in the zone, but not most types of retail. However, office development is limited by the stipulation that only 25% of the area of a manufacturing facility not already used for offices could be converted to office use. Thus the district allows limited office development on current manufacturing sites, and on currently undeveloped sites. Residential uses are not permitted in the district (although "heavier" live-work uses are). There are only a very small number of residential uses in the district, because the Mixed-Use Residential district was drawn to include all of the major residential enclaves.

Mixed Use/Residential District

The Mixed Use/Residential zone is the fourth new land use/zoning district developed by the *West Berkeley Plan*. While the Mixed Use/Light Industrial zone incorporates those areas dominated by a light industrial/office mix without residential uses, the Mixed Use/Residential focuses on those areas where the typical mix is residential and light industrial. The district encompasses the current SI (Special Industrial) district between the 4th/5th midblock line and 6th St., along with an area (currently zoned M) between Carleton and Heinz, 7th St. and the San Pablo commercial strip where there are substantial numbers of residences. The district totals some 120 acres. The district's proposed uses permit residential, live-work, light industrial, and office uses, but only limited, generally neighborhood serving retail. To maintain the district's smaller scale of development, it has a lower height limit and lower allowed Floor Area Ratio (amount of development per square foot of land) than do the manufacturing and light industrial districts.

Commercial District

The commercial district is not a new one in West Berkeley, currently covering almost all of San Pablo Ave. and University Ave. east of 6th St. The *West Berkeley Plan* extends the commercial designation to other areas which have in fact become commercial—4th St. between Addison and (vacated) Delaware, a corridor along the north side of Ashby Ave., and pockets (sometimes described as "nodes") off San Pablo at Dwight and Gilman. The Plan seeks to foster concentrated, walkable commercial areas, and to prevent commercial sprawl which will both interfere with industry and attenuate commercial areas. A new commercial "loop" from 4th & Addison to Aquatic Park is created, in the hope that retail uses here will help lure more people into Aquatic Park. The zoning for the district will vary somewhat between concentrated commercial nodes (where non-commercial uses will not be permitted on the ground floor) and along commercial strips such as San Pablo.

Residential Districts

Within the residential districts, the Plan does not propose to change the zoning borders. The only proposed change to permitted uses is to allow small neighborhood-serving retail and service uses (e.g. groceries, laundromats) within the R districts.

One change which has been suggested for study is the possible revision of zoning to allow multi-family structures a greater depth of lot back from San Pablo Ave. This was suggested for those areas which although zoned residential are currently not in residential use. This change could be incorporated into zoning revisions, but before doing so careful study and consultation with the residents would be required. This issue may be most appropriate for the General Plan.

VI. IMPLEMENTATION MEASURES

Ordinances and Regulatory Changes

A. **Rezoning**—Implement the rezoning envisioned by the Preferred Land Use Concept and the *West Berkeley Plan*—including permitted and prohibited uses, development standards, performance standards and project review procedures—by amending the Zoning Ordinance and zoning map.

Goals and Policies Implemented: Goal 1, Policies 1A, 1B, 1C, 1D; Goal 2, Policies 2A, 2B, 2C, 2D, 2E, 2F, Goal 4, Goal 5

Responsibility: City Planning Department

Funding: Major project within regular staff and operating funding

B. **Redevelopment Plan**—Amend the West Berkeley Redevelopment Plan to conform with *West Berkeley Plan*

Goals and Policies Implemented: Goal 1, Policies 1A, 1B, 1C, 1D; Goal 2, Policies 2A, 2C, 2D, 2E, Goal 4, Goal 5

Responsibility: Community Development Department

Funding: Redevelopment Agency

C. **Truck Weight Ordinance**—Amend the City's truck weight Ordinance to prevent through traffic on residential streets. The City's actions to limit the transportation

Goals and Policies Implemented: Goal 3, Policy 3A

Responsibility: Traffic Engineer's Office

Funding: Regular staff and operating funding

Projects

A. **Consolidated Parking**—Study the feasibility of, and if feasible and desirable, construct parking garages or other consolidated parking facilities in the area of 4th & University and 7th & Ashby (and other locations if warranted). The garages would be intended to provide parking for area merchants, the Amtrak station, and to relieve overspill parking pressure on nearby neighborhoods.

Goals and Policies Implemented: Goal 1, Policy 1C

Responsibility: Community Services Division initially

Funding: Study funds provided in 1991-92 Budget, study currently underway.

Studies

A. **Inventory of Industrial Space**—Create a comprehensive inventory of industrial space in West Berkeley, particularly industrial space subject to conversion regulation in the Mixed Use/Light Industrial and Mixed Use/Residential districts. This will support effective enforcement of these conversion rules.

Goals and Policies Implemented: Goal 1, Policies 1A & 1B; Goal 2

VII. LAND USE REGULATIONS OF THE WEST BERKELEY PLAN - for adoption in principle

Status of the Regulations

The land use regulations below are central to the *West Berkeley Plan*. They spell out generally what uses are permitted and prohibited in each of the districts created by the Plan, what allowable height and bulk standards would be, and set forth a series of regulatory concepts for special situations. These include limits on changes of use of manufacturing facilities, on buffers between residential and heavy manufacturing sites, and other issues. They are much of what the framers of the *West Berkeley Plan* understand to be the content of the Plan.

Nevertheless, these regulations are proposed for adoption in principle only, rather than adoption as an amendment to Berkeley's General Plan (as the rest of the document is). They are proposed for technical reasons. Development regulations such as these should ultimately reside in the Zoning Ordinance, and will be found there once West Berkeley's zoning is brought into conformity with the Plan. City staff anticipates that the zoning will be drafted and approved next year. The procedure for adopting the zoning changes should be relatively streamlined, as it will be relying on the *West Berkeley Plan* Environmental Impact Report as environmental documentation. If these regulations were adopted as part of the General Plan, any change to them, however minor, would require a General Plan amendment. Such amendments are—because of state planning law—procedurally complex, and limited in number.

For these reasons, adoption of this section in principle is recommended. Such adoption will make clear that zoning provisions should closely follow the Plan, while assuring the most appropriate and expeditious procedure for enacting and amending that zoning.

District permitted and prohibited uses (See also Special Situations section)

Generally Permitted and Prohibited Uses

Manufacturing District

See also Development Standards, Manufacturing/Residential Buffers for regulations affecting certain sites

Permitted Uses (see Development Standards chart for sizes of projects requiring Administrative Use Permit, Use Permit with Public Hearing)

- Arts & Crafts Uses (workspaces only, not live-work)
- Auto body & painting
- Automobile dismantling ("junkyards")
- Auto repair
- Bus, Cab, truck, and public utility depots

- Composting
- Construction yards and associated offices
- Farms and Agricultural establishments
- Industrial Product Sales (Gases & Chemicals)
- Manufacturing: Food processing, textiles, apparel, lumber & wood products, furniture, paper & allied products, printing (exclusive of publishing); asphalt products, leather products (exclusive of primary production of leather); stone, clay, and glass products; fabricated metals, industrial machinery, electrical machinery & electronics, transportation equipment, scientific instruments, miscellaneous manufacturing.
- Recyclable materials collection points, exclusive of facilities handling primarily hazardous waste
- Parking lots (for uses located in the district)
- Self-storage ("mini-storage")
- Warehouses
- Wholesale trade and distribution

Uses always requiring Public Hearing (regardless of project size)

- Chemicals, including pharmaceuticals (exclusive of the manufacturing of alkalis, chlorine, chemical warfare gases, DDT, chloroform, fertilizers, and explosives)
- Parking structures
- Primary metals, including smelting and refining

Ancillary Uses (Uses permitted only as an integral part of manufacturing)

- Factory Outlets (for products manufactured on site)
- Laboratories
- Offices

Prohibited Uses

- Banks and financial establishments
- Gasoline stations
- Group quarters residences
- Hazardous waste transfer stations & disposal facilities (freestanding facilities)
- Hotels and motels
- Laboratories (freestanding)
- Live-work

(Manufacturing District -Prohibited Uses continued)

- Manufacturing: Tobacco products, alkalis, chlorine, chemical warfare gases, DDT, pesticides, chloroform, fertilizers, explosives; primary production of leather; petroleum refining, products of petroleum and coal not elsewhere classified; tires, inner tubes, synthetic rubber, asbestos products, ordnance and accessories, reprocessing of nuclear cores & scrap
- Offices (freestanding)
- Publishing
- Residences
- Restaurants
- Retail establishments, except permitted factory outlets
- Schools and day care facilities

Mixed Manufacturing District

See also Development Standards, Large Site Development Process; Manufacturing/Residential Buffers (regulations affecting frontage along portions of 7th St., Dwight Way)

Permitted Uses (see Development Standards chart for sizes of projects requiring Administrative Use Permit, Use Permit with Public Hearing)

- Arts & Crafts Uses (workspaces only, not live-work)
- Auto body & painting
- Automobile dismantling ("junkyards")
- Auto repair
- Bus, Cab, truck, and public utility depots
- Composting
- Construction yards and associated offices
- Farms and Agricultural establishments
- Industrial Product Sales (Gases & Chemicals)
- Manufacturing: Food processing, textiles, apparel, lumber & wood products, furniture, paper & allied products, printing (exclusive of publishing); asphalt products, leather products (exclusive of primary production of leather); stone, clay, and glass products; fabricated metals, industrial machinery, electrical machinery & electronics, transportation equipment, scientific instruments, miscellaneous manufacturing.
- Parking Lots (for uses located in the district)
- Recyclable materials collection points, exclusive of facilities handling primarily hazardous waste
- Warehouses
- Wholesale trade and distribution

Uses Always Requiring Public Hearing (regardless of project size)

- Chemicals, including pharmaceuticals (exclusive of the manufacturing of alkalis, chlorine, chemical warfare gases, DDT, chloroform, fertilizers, and explosives)
- Parking structures
- Primary metals, including smelting and refining

Ancillary Uses (Uses permitted only as an integral part of manufacturing or wholesale trade site)

- Factory Outlets (for products manufactured on site)
- Laboratories on the ground floor
- Offices on the ground floor

Upper story Uses (Uses permitted on the second story or above)

- Laboratories (other than ancillary)
- Offices (other than ancillary)
- Publishing

Prohibited Uses

- Banks and financial establishments
- Gasoline stations
- Group quarters residences
- Hazardous waste transfer stations & disposal facilities (freestanding facilities)
- Hotels and motels
- Laboratories (freestanding)
- Live-work
- Manufacturing: Tobacco products, alkalis, chlorine, chemical warfare gases, DDT, pesticides, chloroform, fertilizers, explosives; primary production of leather; petroleum refining, products of petroleum and coal not elsewhere classified; tires, inner tubes, synthetic rubber, asbestos products, ordnance and accessories, reprocessing of nuclear cores & scrap
- Offices (freestanding)
- Residences
- Restaurants
- Retail establishments, except permitted factory outlets
- Schools and day care facilities
- Self-storage ("mini-storage")

Mixed Use/Light Industrial District (“Green”)

See also Development Standards; Conversions from Manufacturing to Other Uses; Live-Work Development

Permitted Uses (see Development Standards chart for sizes of projects requiring Administrative Use Permit, Use Permit with Public Hearing)

1. Industrial & Agricultural Uses

- Arts and Crafts (workspaces only, live-work limited)
- Auto repair
- Bus, Cab, truck, and public utility depots
- Construction yards & associated offices
- Farms & agricultural establishments
- Manufacturing: Food processing (e.g. bakeries, wineries); textiles, apparel, furniture, lumber & wood products, printing and publishing; stone, clay, and glass products; industrial machinery; electrical machinery & electronics (except production of semiconductors and related devices); scientific instruments; miscellaneous manufacturing
- Manufacturing Repair and Service
- Recyclable materials collection points, exclusive of facilities handling primarily hazardous waste
- Vocational Schools (providing training for uses in district)
- Warehouses
- Wholesale trade and distribution

2. Offices and Services

- Offices—General, medical, and professional (see Conversions from manufacturing to other uses)

3. Retail

- Building Materials and Garden Supplies
- Business Services (not to exceed 3,000 sq. ft.)

4. Other Uses

- Parking lots (for uses located in the district)

Uses Always Requiring Public Hearing (regardless of project size)

- Auto body and painting
- Day Care
- Live-Work (Manufacturing and Arts & Crafts uses only)
- Manufacturing of leather products, rubber products, plastic products, paper products, fabricated metals

- Parking structures and parking lots (not for uses located in the district)
- Restaurants
- Schools (other than Vocational Schools described above)
- Shelters for Homeless Persons

Uses Permitted in Selected Locations—portions of Mixed Use/Light Industrial district north of Gilman St. and west of 3rd St. (Southern Pacific RR)

- Laboratories (freestanding)*
- Manufacture of pharmaceuticals

Prohibited Uses

- Banks and Financial establishments (public service)
- Gasoline stations
- Group Quarters other than Shelters for Homeless Persons
- Hazardous waste transfer stations & disposal facilities (freestanding facilities)
- Hotels and Motels
- Manufacturing—All uses prohibited in Manufacturing zone and Chemicals (except pharmaceuticals in selected locations), petroleum products, primary metals processing (e.g. “foundries”), production of semiconductors and related devices, transportation equipment and primary production of leather, rubber, plastic, or paper
- Residences (live/work conditionally permitted, see above)
- Retail stores, except as listed above
- Self-storage (“mini-storage”)

Mixed Use/Residential District

See also Development Standards, Conversions from Manufacturing to Other Uses, Permitted Uses, Live-Work

Permitted Uses (see Development Standards chart for sizes of projects requiring Administrative Use Permit, Use Permit with Public Hearing)

1. Residential

- Residences—Single-family, Multi-family, Group Quarters
- Day Care
- Schools

2. Industrial & Agricultural

- Arts and Crafts (workspaces only)
- Farms and Agricultural establishments

*Pending further study when Hazard Ranking System is developed for rezoning. Certain types of laboratories may be inappropriate for these locations.

(Mixed Use/Residential District -Permitted Uses continued)

- Manufacturing Repair and Service
 - Recyclable materials collection points, exclusive of facilities handling primarily hazardous waste
 - Warehouses
 - Wholesale trade and distribution
3. Retail
- Building Materials and Garden Supplies
 - Business Services
 - Food Stores (not to exceed 5,000 sq. ft.)
 - Cleaners, laundries, and laundromats
4. Other Uses
- Parking lots (for uses located in the district)

Uses Always Requiring Public Hearing (regardless of project size)

- Auto body, auto painting, auto repair (with setbacks from residential use)
- Bus, Cab, truck, and public utility depots
- Construction yards and associated offices
- Live-work (work activities those permitted in district)
- Manufacturing— Food processing (e.g. bakeries, wineries), clothing & textile production, furniture production, wood products, printing and publishing; stone, clay, and glass products; industrial machinery, electrical machinery & electronics (except production of semiconductors and related devices), scientific instruments, miscellaneous manufacturing, leather products, rubber products, plastic products, paper products
- Parking lots (not for uses located in the district)
- Restaurants

Prohibited Uses

- Banks and financial establishments (public service)
- Gasoline stations
- Hazardous waste transfer stations & disposal facilities (freestanding facilities)
- Hotels and motels
- Laboratories*
- Manufacturing—All uses prohibited in Manufacturing zone and Chemicals (including pharmaceuticals), lumber milling, petroleum products, primary metals processing, production of semiconductors and related devices, primary production of leather, rubber, plastic, or paper (e.g. pulp mills)

*Pending further study when Hazard Ranking System is developed for rezoning. Certain types of laboratories may be appropriate for this district

- Retail stores, except as listed above

Commercial District See also Development Standards, Live-Work

Generally Permitted Uses (see Development Standards chart for sizes of projects requiring Administrative Use Permit, Use Permit with Public Hearing)

1. Retail

- Barber shops, beauty salons, and other hair cuteries
- Gasoline stations
- Hotels and motels
- Cleaners, laundries, and laundromats
- Restaurants
- Retail stores (all types)

2. Residential

- Day Care
- Schools

3. Live-Work

- Live-work (work activities those permitted in district)

4. Offices

- Banks and financial establishments
- Business Services (above the ground floor in designated commercial nodes)
- Offices—General, Medical, and Professional (above the ground floor in designated commercial nodes)

5. Industrial and Agricultural

- Arts and Crafts (workspaces)
- Auto body, auto painting, and auto repair
- Farms and agricultural establishments
- Wholesale trade and distribution

6. Other Uses

- Parking lots (for uses located in the district)

Uses Always Requiring Public Hearing (regardless of project size)

- Construction yards and associated offices
- Manufacturing—Food processing, printing and publishing, wood products, furniture making; stone, clay, and glass products
- Parking structures, and parking lots (not for uses in the districts)
- Recyclable materials collection points, exclusive of facilities handling primarily hazardous waste

- Residential uses—single family, multi-family, and group quarters (above the ground floor in designated commercial nodes)

Prohibited Uses—Commercial District

- Bus, Cab, truck, and public utility depots
- Hazardous waste transfer stations & disposal facilities (freestanding facilities)
- Laboratories (freestanding)
- Manufacturing (other than uses specified above)

Residential Districts

See also Development Standards

Permitted Uses in All Residential Zones—R1A, R-3, R-4

- Parks, playgrounds, playlots
- Day care for six or fewer children

Uses Requiring a Public Hearing (regardless of project size) in All Residential Zones

- Churches, Community Centers, and Libraries
- Day Care
- Food stores (less than 3,000 sq. ft.)
- Cleaners, laundries, and laundromats
- Residences—1 unit, 2 unit
- Schools

Uses Requiring a Public Hearing (regardless of project size) in R-3, R-4 zones only, not permitted in R-1A zones

- Group Quarters
- Medical buildings and hospitals
- Multiple dwellings

Uses Requiring a Public Hearing (regardless of project size) in R-4 zone only, not permitted in R-1A and R-3 zones

- Hotels and motels
- Institutions and offices
- Retail ancillary to hotels, motels, institutions and offices

Uses Prohibited in All Residential Zones

- All other uses—agricultural, other retail, manufacturing, wholesaling

Note: Most of the “residential core” area of West Berkeley between Dwight and Camelia (excluding University Ave.) and 6th St. and the San Pablo commercial strip is zoned R-1A. However, parts of the blocks on either side of University Ave. are zoned R-3 or R-4.

Table 1-5: Selected Development Standards by Zone

Type of Standard	Height & Bulk (maximum)	Use Permit Thresholds¹ (public hearing)	Parking (minimum; by use)	Traffic
Manufacturing	<ul style="list-style-type: none"> • 3 stories/45 feet • FAR: 2 	<ul style="list-style-type: none"> • Mfg: 40,000 sq. ft. or where EIR req'd • Other Indust: 40,000 or where EIR req'd 	<ul style="list-style-type: none"> • Mfg. assembly & production: 1/1000 sq. ft. • Warehouse: 1/1000 • Offices: 2/1000 • Retail(ancillary): 2/1,000 	<ul style="list-style-type: none"> • Demonstrate ability to meet Level of Service standard "D" or "E" as appropriate
Mixed Manufacturing	<ul style="list-style-type: none"> • 3 stories/45 feet • FAR: 2 	<ul style="list-style-type: none"> • Mfg: 40,000 sq. ft. or where EIR req'd. • Other Indust: 40,000 or where EIR req'd • Labs: 40,000 • Offices: 40,000 • Restaurant: Any 	<ul style="list-style-type: none"> • Mfg. assembly & production: 1/1000 sq. ft. • Warehouse: 1/1000 • Labs: 1.5/1,000 • Offices: 2/1,000 • Retail(ancillary): 2/1,000 • Restaurants: 3/1,000 	<ul style="list-style-type: none"> • Demonstrate ability to meet Level of Service standard "D" or "E" as appropriate
Mixed-Use Light Industrial	<ul style="list-style-type: none"> • 3 stories/45 feet • FAR: 2 	<ul style="list-style-type: none"> • Mfg: 30,000 sq. ft. • Other indust: 30,000 • Labs : 20,000 • Offices 20,000 • Restaurant: Any 	<ul style="list-style-type: none"> • Mfg. assembly & production: 1/1000 sq. ft. • Warehouse: 1/1000 • Labs 1.5/1,000 • Offices: 2/1,000 • Retail: 2/1000 • Restaurant: 3/1,000 	<ul style="list-style-type: none"> • Demonstrate ability to meet Level of Service standard "D" or "E" as appropriate
Mixed-Use Residential Industrial	<ul style="list-style-type: none"> • 2 stories/35 feet for non-residential • 3 stories/35 feet for residential • FAR: 1 for non-residential; 1.5 for resid./mixed • Residential Density: max. 1 unit/1,250 sq. ft. land 	<ul style="list-style-type: none"> • Mfg: 10,000 sq.ft. • Other indust: 10,000 • Offices: 10,000 • Restaurant: Any • Residential: Admin. Use Permit w/up to 4 units 	<ul style="list-style-type: none"> • Mfg. assembly & production: 1/1000 sq. ft. • Warehouse: 1/1000 • Residential: 1/unit • Office: 2/1,000 • Retail: 2/1,000 • Restaurant 3/1,000 	<ul style="list-style-type: none"> • Demonstrate ability to meet Level of Service standard "D" or "E" as appropriate
Commercial	<ul style="list-style-type: none"> • 3 stories/40 feet for commercial • 4 stories/50 feet for residential above first floor • Encourage 2 stories in this district • FAR: 3² 	<ul style="list-style-type: none"> • Retail w/ housing : 20,000 sq. ft. • Retail w/office: 20,000 • Offices: 10,000 • Retail: 10,000 • Restaurant: 3,000 • Residential: Any 	<ul style="list-style-type: none"> • Residential: 1/unit • Offices: 2/1,000 • Retail: 2/1,000 • Restaurant: 3/1,000 • Fast food: 4/1,000 	<ul style="list-style-type: none"> • Demonstrate ability to meet Level of Service standard "D" or "E" as appropriate
Residential	<ul style="list-style-type: none"> • R-1A areas: 3 stories/ 35 feet • R-3 areas: 3 stories/ 35 feet • R-4 areas: 4 stories/ 50 feet 	<ul style="list-style-type: none"> • Retail: Any • Residential: Any 	<ul style="list-style-type: none"> • Retail: 2/1,000 • Residential: 1/unit 	

¹ The square footage thresholds shown here designate the size at which any new use would require a Use Permit, with a public hearing before Zoning Adjustments Board.

² Consider increasing height/FAR as bonus for providing parking w/in building.

B. Special Situations and Regulations

Conversions from Manufacturing and Industrial Uses to Other Uses

Rationale:

The *West Berkeley Plan's* regulation of "conversions" (technically "changes of use") from manufacturing and wholesale trade is a central element of the Plan's land use concept. In the Mixed Use/Light Industrial ("Green") zone in particular, the conversion limits seek to maintain the industrial character of the area, without completely blocking other uses there. The district description above makes clear how—in many respects—the Light Industrial district is the key manufacturing and industrial district in West Berkeley. Staff estimates that the district contains at least 2.2 million square feet of privately owned manufacturing and wholesaling space, in dozens and dozens of buildings, which range in size from a few thousand square feet to the 162,000 square feet of Utility Body. This district—in contrast with the Manufacturing and Mixed Manufacturing districts—contains a substantial percentage of manufacturers and wholesalers which rent rather than own their space, putting them at much greater risk of displacement.

If no limits on the conversion of manufacturing space were enforced here, widespread displacement of manufacturing would be possible, contrary to the Plan's economic development and land use policy. On the other hand, if the City were to seek to protect manufacturers' spaces in the absence of such a rule, the list of permitted uses in the district would have to be much more restrictive. Thus, given the existence of limits on conversion, the Plan can be much more permissive about allowing certain uses as new construction (e.g. offices) while maintaining the area as an industrial district. The conversion limitation approach allows change, but regulates its pace and scope. Indeed, if the full 25% of space allowed to convert actually were to convert (an admittedly unlikely occurrence), some 550,000 square feet of space would be changed to office or other uses. If this 550,000 square feet were to convert, some 40% of the district's current space would be non-manufacturing/wholesaling, about the maximum level at which the district could still be called "industrial."

The issue is also relevant in the Mixed Use/Residential district, although this district is both smaller and designed to be less protective of manufacturing. In this district, the Plan calls for conversions of manufacturing/wholesaling buildings of 10,000 square feet or more to be reviewed for their impact on the industrial character of the area. Specific criteria will be proposed in the West Berkeley rezoning proposal.

Regulation:

"Conversion" (Change of Use) of Manufacturing or Wholesaling Space in Mixed Use/Light Industrial District

Scope of Regulation—Changes of buildings currently or last used for manufacturing, wholesale trade, or warehouse uses to any other use, except manufacturing, wholesale trade, or warehouse use.

Limit on Change of Use—The change of use of any manufacturing, wholesale trade, or warehouse use to a use other than manufacturing, wholesale trade or warehousing would be limited to 25% of the floor area of the building now used for purposes other than

offices, laboratories, properly approved live-work spaces, or properly approved retail space.

Example: Thus in a manufacturing site with 100,000 square feet of space (other than office), 25,000 could be converted (with a Use Permit) to other uses permitted in the district. No further conversion would be permitted.

Hardship Exception—Buildings which are uneconomic to maintain in at least 75% industrial use could be converted to other uses permitted in the district with a Use Permit granted by the Zoning Adjustments Board after a Public Hearing. The Board would be required to find that there are exceptional physical circumstances pertaining to the building, which do not pertain to most other buildings in the district, which make it impossible to reuse for industrial purposes. The simple fact that other uses would be more profitable is not adequate for this Use Permit.

Heavy Manufacturing/Residential Buffers

Rationale:

The intent of this regulation is to maintain a minimum distance of 150 feet between residential and "heavy" manufacturing uses in order to mitigate environmental impacts, such as noise, odor, vibration and glare, which would interfere with reasonable residential use and to provide a workable environment for these manufacturers.

Regulation:

Affected Districts—Mixed Use/Residential; Mixed Use/Light Industrial; Mixed Manufacturing; Manufacturing

Mixed Use-Residential

- No new residential use may be established within 150 feet of an any property in a manufacturing district (i.e. Manufacturing, Mixed-Manufacturing); nor within 150' of existing "heavy" manufacturer in any zone. Additions to existing residential uses permitted at a "reasonable" level - standards to be set forth in the rezoning.
- No new or expanded manufacturing use may be established within 150 feet of an existing residential use, unless Performance Standards are met and a Use Permit is obtained.

Manufacturing; Mixed-Manufacturing; Mixed Use-Light Industrial Districts

- No new or expanded manufacturing use may be established within 150 feet of a residential property located in the Mixed Use-Residential zone, unless Performance Standards are met and a Use Permit is obtained.
- No new or expanded manufacturing use may be established within 150 feet of an existing residential use regardless of zone, unless Performance Standards are met and a Use Permit is obtained.

Note: Residential uses are prohibited in the Manufacturing, Mixed Manufacturing, and Mixed Use/Light Industrial district.

Large Site Development Process

Rationale:

West Berkeley has a few large sites—sites of 5 acres or more under a single ownership—which present special challenges and opportunities for planning and development in West Berkeley. These large sites—such as the Miles or (ex) Colgate property—are of a scale where they have a major impact on the area around them, and noticeable impacts on West Berkeley as a whole. They also may require modification of the uses and development standards in a district to facilitate a feasible large scale project.

For these reasons, the *West Berkeley Plan* incorporates a concept of a Large Site Development Process. While the process remains to be defined, the concept is that a special approval process would be used for certain projects. Because of the importance of these projects, the Planning Commission would be involved in the process. The process would also provide a formal mechanism for early citizen input. The rezoning will propose a Zoning Ordinance amendment to provide for a Master Plan Permit. It would be a middle ground alternative between the Use Permit and the Development Agreement. While a master permit could be issued for a multi-building project, there would be a procedure for review of individual buildings at their time of construction. This alternative could incorporate many of the master planning features of a Development Agreement, but would be acted upon under the procedures of the Zoning Ordinance, rather than as a separate contract.

It is important to note that no special process would be required of large scale projects which conform in all substantive respects to the uses and development standard of their district. Such a project, however large, would require simply the normal Use Permit(s) and environmental review (an Environmental Impact Report or other appropriate documentation).

Regulation:

Projects which are eligible for the Large Site Development Process are those which:

- On sites of at least 5 acres; and
- Proposing to incorporate uses which would not otherwise be permitted in the district; or
- Requesting an “alternative” land use entitlement, such as a Development Agreement. Another possibility is a Master Plan Permit, whereby a single permit would be issued for the development of a number of buildings and/or uses within a given range.

Performance Standards

Rationale:

The *West Berkeley Plan* incorporates the concept of “performance standards.” Performance standards differ from traditional zoning development standards in that they regulate the impacts of land uses—noise, odor, vibration, etc. By contrast, traditional zoning standards deal with the physical form of building—building mass, height, yards (setbacks), lot coverage, parking, etc. Performance standards set maximum permissible levels for the release of the item they regulate—e.g. X decibels of noise. Such performance

standards are an integral part of Portland's "Industrial Sanctuary" zoning policy, and are used in Oakland and many other communities.

Performance standards become particularly important in a context where disparate uses are close together—like West Berkeley. When differing districts abut each other, performance standards limiting noxious environmental impacts can help substitute for the absence of distance between uses. The sometimes difficult industrial/residential interface is a particularly salient site.

While manufacturing is typically the primary focus of performance standards, other types of business such as construction, transportation, laboratories, and nightclubs can have off-site impacts, and therefore are appropriate as subjects of performance standard regulation.

Regulation:

To be included in rezoning

Live-Work Development

Rationale:

Live-work space has become an increasingly important element of the West Berkeley built environment. More and more people, in an ever-widening variety of fields, are interested in combining their living and working sites. Originally targeted by state legislation to artists and craftspeople, live-work now serves many more occupations. Originally envisioned as occurring in converted warehouses, in recent years there have been newly constructed purpose built live-work buildings as well. There are now over a dozen legally permitted live-work sites in West Berkeley, with 4 more projects (ranging in size from 1 large unit to 17 units) under construction, as of September, 1993. Given strong interest by both space users and developers, additional live-work developments—particularly new construction developments—are likely.

Live-work is generally a positive presence in Berkeley and West Berkeley, but it must be carefully regulated so that it does not cause negative impacts. Live-work generates life in neighborhoods which are otherwise moribund at night, increasing activity and safety. It can provide workspaces which do not need to be commuted to. Some live-work still houses artists, a culturally important but often economically marginal segment of the population.

Live-work originally grew up in the interstices of economically marginal industrial areas. However, in 1990s West Berkeley, both built space and land is scarce, highly prized, and competitive. This means that live-work uses have the potential of displacing or being physically incompatible with manufacturing, especially "heavier" manufacturing. These potentials for incompatibility have grown as live-work has gained new constituencies, who are not always as tolerant of the pre-existing industrial land uses as artists and craftspeople tended to be. Some developers of live-work have complained about the activities of manufacturing uses which long predated the live-work project. In those parts of West Berkeley which combine industrial and residential uses (in the Mixed Use/Residential district), existing residents are concerned about the visual, parking, and economic impacts of new live-work developments in the area.

Regulatory Concept: The *West Berkeley Plan* intends to regulate live-work along two dimensions. First is location: live-work is permitted in the Mixed Use/Residential districts (where historically most live-work has occurred) and the Commercial district; restricted to artists and craftspeople in the Mixed Use/Light Industrial district; and barred outright in the Manufacturing, Mixed Manufacturing, and Residential districts (although in the last home occupations are permitted). These provisions keep live-work out of the "heavy" manufacturing districts, where there are great physical incompatibilities. Live-work is restricted in the Light Industrial district to help maintain the industrial character of that area, but allow that live-work which is most likely to be compatible.

The second dimension of regulation is new development standards for live-work; covering such matters as height, bulk (total permitted amount of construction), parking, open space, and other issues, particularly for newly constructed live-work spaces. There are also general construction standards for live-work—one is what requirement should there be for live/work projects to provide and/or contribute to the provision of affordable live-work spaces. Another is what the approval process requirements should be live-work projects, and how these requirements should relate to residential and commercial permit thresholds. Because of the complexity of these issues, specific proposals for them will be presented as part of the rezoning of West Berkeley.

Changes of Use from Residential in the Mixed Use/Light Industrial District

Rationale:

This represents a clarification of existing City regulation, but it is important to note because it has been an ambiguous point. This note is to affirm that residential uses may be eliminated in industrial districts, so long as replacement dwelling units are provided elsewhere.

In Manufacturing, Mixed Manufacturing, and Mixed Use/Light Industrial, residential uses are not permitted. No new dwelling units may be constructed or created in any of these districts.

However, in the Mixed Use/Light Industrial District, there are a small number of residential currently existing. There are no legal residential units in the Manufacturing or Mixed Manufacturing Districts (Live-work spaces are a separate category). While the Plan allows these Units to remain and even expand modestly, in the long run it would best achieve the industrial purposes of the district if the requirements of the neighborhood Preservation Ordinance, the units would have to be replaced with other residential units (or a fee paid in lieu of constructing such replacement housing), but they could be replaced in a district (residential, commercial, Mixed Use/Residential) where residential uses are allowed and more appropriate. Changing the use of these properties from residential would not necessarily require demolition of the buildings.

Regulatory Concept: Residential uses in the Mixed Use/Light Industrial District may be changed to permitted uses. The residential use must be replaced in a district where residential uses are permitted, or an appropriate in-lieu fee paid. Review of any alteration or demolition of the structure by the Landmarks Preservation Commission would not be affected.

2

ECONOMIC DEVELOPMENT

I. STRATEGIC STATEMENT

West Berkeley is in a very real sense one of the economic engines of Berkeley, and has historically played that role. It has the most private sector employment of any Berkeley area, and thus roughly 1/4 of all jobs in the city. West Berkeley is home to thriving manufacturing, retailing, business services, and other types of enterprises. These businesses provide jobs for more types of occupation than anywhere else in Berkeley; provide quality, often specialized goods and services for Berkeley, the Bay Area, and often beyond; and supply much needed City tax revenue.

The *West Berkeley Plan* should help make it possible for all sectors to—in an environmentally sound manner—continue to thrive. Some sectors will play their most important role in the creation of good jobs, particularly for those with poor employment prospects, others in supplying a wide and innovative range of goods and services, perhaps still others in increasing the City's tax revenue. The Plan recognizes that the widespread view of (West) Berkeley as a “clean, environmental” area is an economic as well as an environmental advantage.

The Plan has a special focus on retention of manufacturing because West Berkeley is Berkeley's only manufacturing center, and because manufacturing provides many well paid jobs to people without advanced education. By supporting manufacturing, a sector which has had difficulties in the marketplace, but continues to have important promise, the Plan supports its overall goal of maintaining a sectorally mixed economy. In addition to stabilizing and renewing growth in manufacturing, the Plan anticipates that the largest growth sectors will continue to be retail and (office-based) services. The Land Use Element of the Plan contributes strongly to these goals by defining appropriate locations for manufacturing, office, and retail growth.

The policy approach of the *West Berkeley Plan* is spelled out in more detail in the next section of the Element—The Economic Development Rationale of the *West Berkeley Plan*.

II. ECONOMIC RATIONALE OF THE PLAN

A. *The Rationale Overall*

The fundamental economic goal of the *West Berkeley Plan* is to maintain a sectorally mixed economy in West Berkeley—an economy which includes (along with others) healthy manufacturing, retail, and service sectors. Maintaining such a mix in West Berkeley is critical to maintaining it in the city as a whole, because of both the size and the sectorial mix of the West Berkeley economy. West Berkeley houses some 1/4 of total Berkeley jobs, and the great bulk of its manufacturing, wholesale trade, and transportation/public utilities jobs. By seeking to keep manufacturing, services (particularly advanced services) and retailing all healthy in West Berkeley, the city can reap the benefits provided by each sector (which are discussed below). The city can also avoid the dangers of dependence on too narrow an economic base, which is more vulnerable to sudden collapse. This rationale provides the basis for making the projections of West Berkeley's Economic Future below, since projections can only be made in the context of assumptions about policies.

As noted in the Strategic Statement, jobs, goods and services, and tax revenues are the three key City goals in economic policy. In general, different businesses and different sectors are superior at generating one than the other. Economic development policies are also of course framed by the City's environmental and physical policies. The City's economic policy must seek to create and maintain jobs for its citizens, most importantly for its citizens who would have the most difficulty obtaining jobs. The City should seek to assure the availability of needed goods and services for its citizens, which also is typically most difficult for the poorest citizens. City government should strive for adequate tax revenue to provide City services.

The City's economic policy must also strike a balance between working within market, environmental, and physical realities on the one hand, and guiding and regulating economic actors to achieve City goals on the other. A policy not grounded in market and other realities would be quixotic, while a policy which passively followed dominant market forces would not necessarily achieve City economic or environmental goals (and would not require a Plan). The City also generally seeks to retain existing businesses, in all sectors. It is almost always more difficult to attract a new business than retain an existing one, and there is almost always time (and thus tax revenue and wages) lost until a site is reused by a new business. The greater the number of employees or the capital investment on a site, (generally) the greater the lag. Maintaining the economic mix requires active City intervention to support the retention of manufacturing plants. In the absence of supportive land use policy, and other support for manufacturing, West Berkeley would tend to "de-industrialize" over time, with manufacturing facilities and jobs moving elsewhere. While support for advanced services and retailing is also important, these sectors are generally supported, rather than threatened, by market developments. Thus, the policy structure for these sectors should be different. We now turn to the reasons for supporting manufacturing, advanced services, and retailing in turn.

Manufacturing provides several benefits for the City and its residents. While some manufacturing jobs—particularly in “biotech”—now require more advanced skills, manufacturing still provides the best combination of jobs accessible to the less educated with good wage levels. Manufacturing historically has hired people who have difficulty being hired elsewhere, most notably Black and Latino men. Manufacturing also has higher “multiplier” effects—that is generates other local economic activity because of the inputs it uses—than other sectors. Thus, while the direct tax generation of non- biotech manufacturing is often (although not always) lower than other sectors, the multiplier effect leads to more economic activity and thus tax revenue. For biotech manufacturing the rationale is somewhat different—stronger on tax revenue creation, but probably weaker on hiring of the lesser skilled (although in the particular case of the Miles Development Agreement, policy seeks to draw more residents in). Supporting manufacturing in West Berkeley is typically a retention activity, on sites which in some cases would be costly and difficult to reuse.¹

Perhaps the strongest benefit from advanced services (e.g. software preparation, research laboratories, architecture & engineering) come from the high salaries paid to the professional element of its workforce. These wages should generate daytime spending in West Berkeley, and perhaps elsewhere in the city. The support element of the service workforce (clericals, janitors, etc.) do not of course generate such high wages. In direct tax revenue, advanced services occupy an intermediate place—higher than many manufacturing activities, but lower than retail. Certain kinds of advanced services (e.g. research laboratories) can lead to the creation of new companies with new products or services (“spin-offs”), which might be produced in West Berkeley. To date, this process has not been widely documented for West Berkeley. Market forces at this time seem to strongly support the development of advanced services in (West) Berkeley, particularly in small companies.

Retail trade’s strongest suit from an economic policy standpoint is its tax generation, well above any other sector. With the sales tax currently providing between 1/5 and 1/4 of the City’s hard-pressed General Fund, this quality is quite important. Retailing also provides needed goods, although much West Berkeley retailing is in specialized goods, rather than daily necessities. “Neighborhood” oriented retail—food stores, hardware stores, drug stores—which is relatively weak in (comparatively) low density, low income West Berkeley, most directly satisfies these needs. This weakness is

¹On a regional level, the Bay Area Economic Forum (formed by the Association of Bay Area Governments and the Bay Area Council, which represents major Bay Area businesses) makes a strong case for the importance of retaining manufacturing. In *The Bay Area—A Region At Risk* in a section entitled “Why Manufacturing Matters” they argue in part: “... Because service industries have generated so many jobs, and shown higher productivity than most traditional industries, it’s easy to dismiss manufacturing as an activity that is inevitably declining and may be expendable anyway. That would be a mistake—especially in the Bay Area, where high-tech manufacturing has been so integral to our economy. Lately the region has been losing some manufacturing operations to lower-cost areas, and while that is natural in a maturing economy where land supplies are tight, the regional economy would be ill- served by policies exacerbating the trend.

“The most obvious reason is the linkage of manufacturing to jobs in other sectors. Many of those highly-paid jobs that show up in the services sector are in fact dependent on high-tech production operations. High-tech manufacturing also has a high export quotient, meaning that much of the income it generates is new wealth brought here from other parts of the globe.”

Loss of manufacturing jobs in Berkeley can have region-wide impacts. When manufacturers leave Berkeley, they sometimes move to Hayward or Richmond, thus remaining within the regional economy and labor market. In other cases, however, they migrate to other parts of the state or out of state, damaging the whole regional economy.

most pronounced in the poorer, southern part of West Berkeley. On the other hand, West Berkeley has shown clear strength as a regional retail center. "Interesting" retail as a city amenity can also be an attraction for various types of business.

B. Defining the Economic Role of West Berkeley within Berkeley

Part of the economic rationale of the Plan is to define West Berkeley's role within Berkeley. While West Berkeley is the leading economically active area in Berkeley, it is far from the only one. Thus not all economic functions which are important in Berkeley need be fulfilled in West Berkeley. Some can take place in Downtown Berkeley, in the Telegraph commercial district, in North Shattuck, on the University of California campus and elsewhere. The *General Plan*, which is being initiated in mid-1993, will address the intended economic roles of various sections of the city.

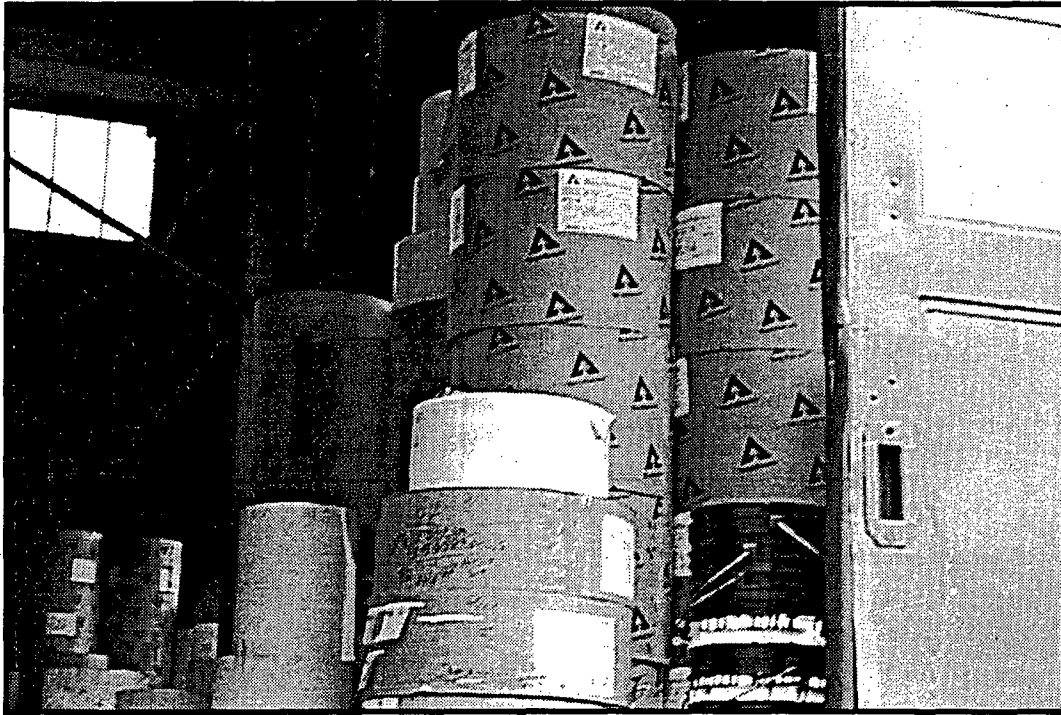
This Element noted that West Berkeley and Downtown have been the two leading economic centers in Berkeley. In fashioning an economic development rationale and strategy for West Berkeley its economic role within Berkeley, as contrasted with Downtown's role, must be considered. Ideally a strategy would be fashioned which would treat the areas as complementary, not competitive.

Downtown and West Berkeley have some overlaps, but many differences, in their economic roles in Berkeley. Downtown is the center of public employment in Berkeley, with the University of course adjacent. Downtown is the civic and cultural center of the city, having the most nighttime-oriented uses: movies, live theatre, and concert venues. While restaurants are strong throughout Berkeley, Downtown—with its nearby student, University staff, and office worker markets—has the greatest concentration. Downtown retail has been weak recently, but some stores with "niche" markets have prospered.

West Berkeley's first distinction is as the city's manufacturing area. Laboratory uses also locate in West Berkeley. As noted previously, West Berkeley has increasingly become the city's main regional retail area—a trend which is particularly pronounced around 7th & Ashby and 4th & Hearst. West Berkeley also has some office uses—such as graphic artists—which need relatively low rents to function. West Berkeley—especially San Pablo Ave.—has numerous low rent service/retail uses, notably auto repair.

Both areas house professional services (e.g. architects) and business service functions, including computer services, such as software development. Both areas also have a complement of neighborhood-oriented retailers (such as food stores) and personal services (such as beauty salons) though clearly the neighborhood populations served in West Berkeley and Downtown are quite different.

How do these existing orientations translate into economic strategies? Answering this requires ongoing analysis and testing in the two areas to see what uses are viable. Initially, however, the city can seek to build on the existing strengths of the area. In the Downtown, this could mean focusing particularly (although certainly not exclusively) on its office worker, University staff, student, and nearby resident markets for retail. Downtown can reinforce its role as a nighttime activity center, perhaps by encouraging more stores to stay open later, and by encouraging theatre goers and moviegoers to patronize Downtown restaurants and businesses. New housing and/or new office devel-



opment in and around the Downtown would both themselves provide tax revenue and strengthen Downtown retail markets.

West Berkeley's uniqueness and thus economic strategies for it begin with the manufacturing base. In retailing, West Berkeley's closeness to the Freeway will provide for the foreseeable future—a thick stream of potential customers from throughout the East Bay. Given this proximity, there are still opportunities to augment West Berkeley's regional retail role (and thus increase the City's tax revenue), particularly in the 4th & University area—although impacts from such regionally oriented development must be carefully monitored and mitigated. The 4th & University area may ultimately benefit from increased rail passenger traffic, although this volume is unlikely to approach the Freeway's. San Pablo Ave. also could absorb more intense retail uses in some locations, as has begun to occur. Yet there are unmet neighborhood retail needs, especially along the southern part of San Pablo, which should be better served. There will presumably continue to be strong interest in office development in West Berkeley. These offices may house some firms which would have difficulty using Downtown offices, such as those which require large areas on a single floor. Just as the *West Berkeley Plan* seeks to assure that office development in West Berkeley does not interfere with retention of manufacturing, so must economic planning assure that these offices complement, rather than compete with Downtown office development.

III. BACKGROUND

A. Introduction—West Berkeley as Economic Engine for Berkeley

West Berkeley is one of the key economic areas of Berkeley, and has been so since the city was founded. Berkeley's history is unique in that the city was formed by a merger of two communities—campus-based “Berkeley” and “Oceanview” or West Berkeley. Even then, West Berkeley was beginning to develop as an industrial center, although stronger growth would occur after the turn of the century. Today, West Berkeley has some 1/4 of jobs in Berkeley, while UC and LBL have roughly another 1/4 (Downtown has perhaps another 15% of jobs, the rest are scattered).

West Berkeley clearly has unique economic elements within Berkeley. It is the city's only manufacturing center. It is where major “biotech” firms—some laboratories, some manufacturers—have located. It is Berkeley's leading regional retail area—with the largest department store (Whole Earth Access), two large auto dealers (Weatherford BMW and McNevin Cadillac), and major specialty retailers (e.g. REI, Nature Company, Amsterdam Art). These elements can all fairly be thought of as key to Berkeley's economic “base.”

We have noted the economic functions of firms and areas (from a public policy standpoint) as providing jobs, goods and services, and tax revenue. The firms which fulfill one of these municipal needs may not fulfill others. After reviewing the overall economic mix in West Berkeley, this background section will look at West Berkeley as job provider, as goods and services provider, and as tax base.

B. The Economic Mix in West Berkeley

Before considering West Berkeley's roles as employer, goods and service provider, and tax revenue generator, we must first note what economic activity is there. The geography of these firms is discussed in the Land Use Element. More detail on the subsectors of West Berkeley's broad sectors is provided in the Goods and Services portion of this Background discussion.

Table 2-1 demonstrates both the mix and the evolution of the West Berkeley economy. Manufacturing remains the largest sector, with 32% of employment, despite a sharp decline in the 1980's. City data suggests that the sector stabilized at least somewhat at the end of the 1980's. The related field of wholesale trade was more robust, adding jobs to reach 1,488 (about 9% of the total) in 1991. Construction held about 8% of employment, transportation and public utilities 3%.

Remaining jobs were in “white” and “pink” collar sectors. Retail trade nearly doubled the number of stores, and close to tripled its number of workers to reach 16% of the workforce.¹ Similarly spectacular have been the increases in services, especially office-based services. These office-based services—in West Berkeley primarily business ser-

¹Please note that this table is based on zip code 94710, and therefore excludes San Pablo Ave and includes the Marina/Waterfront. However, many San Pablo Ave. retailers would not in any case be included in County Business Patterns—the source of this data—because they do not have “payroll.”

VICES, and engineering and management services—now constitute virtually 20% of area employment.

Table 2-1: Sectors of the West Berkeley¹ Economy—1981-1991

Sector	1991 Business	1991 Employees	1981 Business	1981 Employees	1981-1991 Change in # Employed	1981-1991 % Change in Employees
Agriculture	9	34	2	8	+26	+325%
Construction	67	1,251	55	1,605	-354	-22%
Manufacturing	153	5,025	133	7,833	-2,808	-36%
Transportation & Public Utils.	24	463	15	408	+55	+13%
Wholesale Trade	100	1,488	69	994	+494	+49%
Retail Trade	108	2,598	51	967	+1,631	+169%
Finance, Insurance, Real Estate	25	160	17	132	+28	+21%
Services	258	4,723	117	2,302	+2,421	+105%
Unclassified	14	67	24	75	+8	+11%
Total	758	15,809	469	13,661	+2,148	+16%

Source: County Business Patterns, Computer Run for Berkeley, Calculations by Berkeley Planning Dept.

To get a view of the leading businesses, the distribution of larger firms should be considered. West Berkeley in 1991 reported 56 businesses with 50 or more employees, over 40% of the total number citywide (131). Although they represented only some 7% of the businesses reported, these 56 biggest West Berkeley firms had an estimated 59% of West Berkeley employment. The largest number of 50 or more employee businesses—17—are now found in services. However, it is in manufacturing where firms with 50 or more employees (16 of them) make up the largest proportion of the workforce (an estimated 66%).

C. West Berkeley as a Place of Employment

Because of the wide variety of sectors active in West Berkeley, there is an equally wide range of occupations there. West Berkeley businesses provide good quality blue collar jobs, highly skilled white collar jobs, and the low-wage jobs often referred to as “pink collar.” This section of the report will present an overview of the occupational composition of the West Berkeley workforce, then review wages, unionization, and “minority” hiring in manufacturing, services, and retail respectively.

1. Estimated Distribution of Employment by Occupation

There is no central source of data on jobs by occupation, unlike jobs by industry. The City of Berkeley has collected information on specific companies, but this is not adequate to develop estimates on West Berkeley as a whole. However, by applying national data on the mix of occupations in a given industry to the number of jobs by industry, an estimate of jobs by occupation can be derived. The following table estimates

¹West Berkeley in this table is defined as Zip Code 94710, which excludes San Pablo Ave. addresses and includes the Marina and Waterfront.

jobs by occupation in private sector employment in West Berkeley as of 1990. The city as a whole has a higher proportion of professional jobs, and a lower proportion of production and related jobs.

Table 2-2: Estimated Private Sector Employment by Occupation, West Berkeley 1990

Occupational Category	Mgmt. & Admin.	Professl. & Tech.	Sales & Related	Clerical Admin. & Support	Service	Agri.	Prod. Const. & Oper.
Number in W.B.	1,269	2,670	2,094	2,867	1,558	75	5,929
% W.B Total	8%	16%	13%	17%	9%	<1%	36%

Source: Bureau of Labor Statistics, Occupational Employment Survey, 1989-1991

Note: Occupational totals were derived with information by 1 digit SIC code industries (e.g. Construction), except for Manufacturing and Services, where two digit SIC code industries (e.g. Printing) were used. Bureau of Labor Statistics occupational categories have been used.

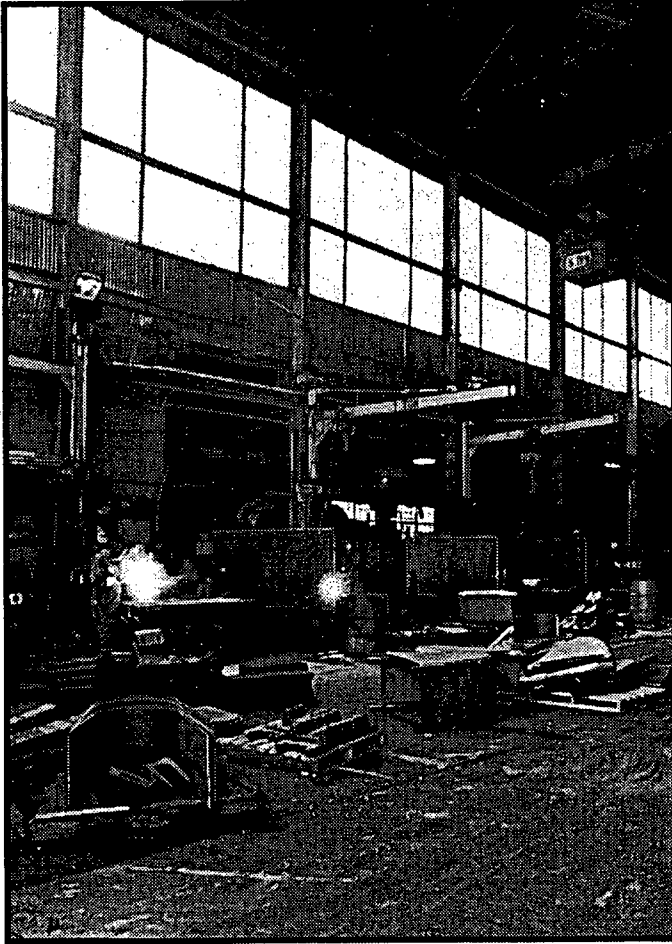
2. Jobs in Manufacturing

Manufacturing, as discussed above, continues to be the largest sector in West Berkeley. Wages and benefits in manufacturing are generally good, and many of the larger firms are unionized. Most of the jobs in manufacturers are classified as "production and related", generally not requiring formal education, although sometimes requiring significant on the job learning. As of the end of 1989 (the last date for which local data by detailed sector is available), the average annual pay for a manufacturing employee in metropolitan Oakland was \$32,945. On the high side, among sectors represented in Berkeley were chemicals at \$39,134 in average annual pay; scientific instruments at \$37,297 and primarily metals at \$35,921. Towards the low end are printing at \$24,307; miscellaneous manufacturing at \$21,882, and apparel at \$15,194. Falling in the middle were electrical machinery at \$29,839 and fabricated metals at \$33,221. Individual firms of course vary.

The extent of unionization is significant, because unionized jobs generally pay better and provide better benefits. In West Berkeley, most heavy manufacturing workers, and some light manufacturers, are covered by union agreements. There are at least 20 manufacturers in West Berkeley, with a total of some 1,900 jobs, which are unionized.¹ In some cases, almost all jobs at the site are under union contracts, in other cases less than half. Miles, Pacific Steel Castings, and Peerless Lighting are among the unionized firms. The Business Outreach Survey found 26 other firms, with some 1,350 employees. The non-unionized firms tended to be in sectors such as food processing, machinery, and scientific instruments; they also tended to be smaller.

Manufacturing has a generally weak record of Berkeley resident hiring. Sector-wide, as of 1989, only some 20% of Berkeley manufacturing employees were Berkeley residents, compared to just under 40% for Berkeley workplaces for a whole. Individual companies vary widely—while several food processors reported 50% or more Berkeley resident employment, other companies reported 10% or less resident employment. A number of manufacturers are working with the First Source program and may improve

¹There is no central database of what companies are unionized and what companies are not, thus information must be gathered on a firm by firm basis. While we have attempted to identify all the unionized firms, there may well be other unionized manufacturers.



this record.¹ There is clearly a Berkeley workforce needing manufacturing jobs—almost 1/3 of the unemployed registering at the Berkeley EDD office were in “blue collar” occupations most likely to appear in manufacturing or wholesaling. The proportion of Non-White workers in Berkeley manufacturing (Outreach companies) was 43%—higher than any sector except retail.

3. Jobs in Advanced Services

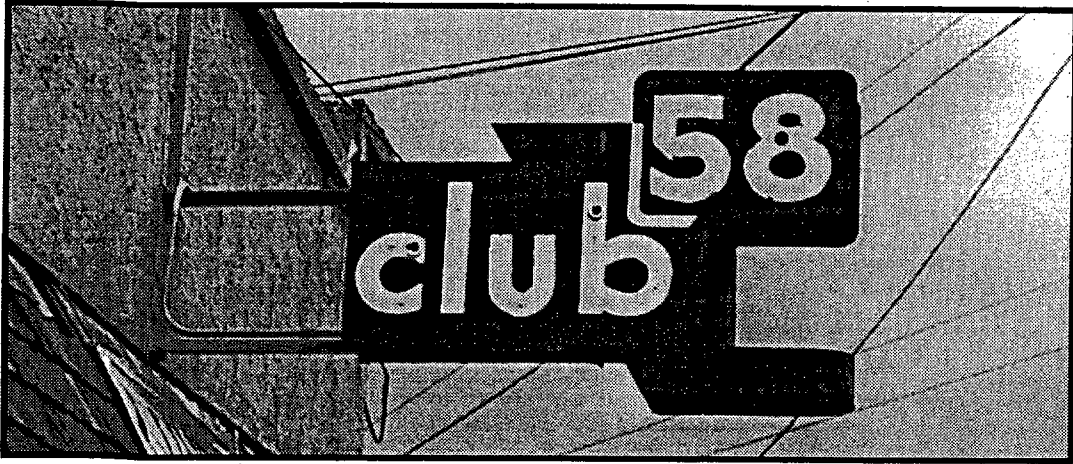
We noted above that West Berkeley’s services tend to have high technical content, like Business Services, and Engineering and Management. These sectors tend towards high-paying jobs which require higher education on the one hand, and clerical jobs on the

other. Business Services, which has a high proportion of clerical workers, had an end-1989 annual average pay of \$21,109, some 2/3 of the manufacturing average. But Engineering and Management—where over 60% of the workforce is professional and technical—had an average pay of fully \$38,651, just behind chemicals.

Virtually no service firms in West Berkeley are unionized—most tend to be extremely small. One notable exception in health services to both rules is the very large Kaiser Permanente facility, which is being expanded and rebuilt.

There is not reliable data on what proportion of West Berkeley service employees live in Berkeley. Citywide data from the 1980 Census (parallel 1990 data is not yet available) indicated that 36% of business and repair services employees live in Berkeley, slightly under the workforce wide average. For professional services (including engineering and management), the figure was 44%. However, this figure is perhaps inflated by the high proportion of University staff who live in Berkeley. Data is not adequate to assess the racial composition of the West Berkeley advanced services workforce specifically but it appears that the professional element of it is disproportionately White. For example, as of 1980 in Alameda County as a whole, engineers, managers, and architects were 74% non-Hispanic White.

¹A travel survey of employers of over 100 workers was conducted in summer, 1993, and results should be available in fall, 1993, which will give current information on what percentage of their workers live in Berkeley.



4. Jobs in Retail

Retail trade has been expanding in West Berkeley. Unfortunately, retail trade jobs generally pay poorly and provide poor benefits. The Department of Labor, for example, characterizes retail jobs as having a high growth rate, but very low wages, high unemployment rate, very high "separation rate" (turnover of employees) and a very high percentage of part time workers. The retail-wide end of '89 average annual pay was \$16,239. Best paid were salespeople at auto dealers—\$26,981, and at building materials stores—\$20,549. Below average pay was found at restaurants—\$9,772; and in miscellaneous retail at \$15,663. With the exception of a few large restaurants like Spenger's, West Berkeley retailers are generally not unionized (in retailing, supermarkets and conventional department stores are most unionized).

The proportion of residents in retail employment—37% is typical for the Berkeley employed labor force as a whole. Only 4% of the Berkeley unemployed were in sales, the most characteristically retail field, but there may be candidates in other occupational groupings. Retail employment was heavily minority—46%. A high proportion of young people also work in retail jobs.

5. Self-employment in Live-Work

One small but growing employment type in West Berkeley occurs in live-work spaces, which now house a wide occupational range, beyond their original artist-craftspeople tenants. The work done in these spaces, generally by self-employed people, cuts across the spectrum from manufacturing to advanced services (although retailing is unusual, and generally not permitted).

6. Goods and Services from West Berkeley

West Berkeley provides a broad range of goods and services to customers, both at retail and as producer products for wholesalers, manufacturers, and other businesses.

a. The Bazaar—West Berkeley Retail

Regional Retail—The Broadest Selection

West Berkeley has the broadest range of retail stores of any area within Berkeley.

The Standard Industrial Classification (SIC) recognizes 63 types of retailers, 48 of which (or 76%) exist in West Berkeley, more than in any other Berkeley shopping district. Usually these retail types are represented in West Berkeley by more than a lone outpost. The SIC groups its specific retail types into 8 major retail groups—Building Materials & Garden Supplies, General Merchandise (department and discount stores) Food, Autos and Auto Parts, Apparel, Furniture, Restaurants and Bars, and Miscellaneous Retail. As of 1991, West Berkeley had a significant proportion of Berkeley's sales in all these categories, except apparel, where it represents only 5% of Berkeley sales dollars. West Berkeley dominates building materials (81% of citywide sales) and general merchandise (74% of citywide sales). It has roughly half of autos (46% of citywide). West Berkeley sales range from some 1/3 to 1/5 of citywide in furniture, restaurants, and miscellaneous retail (food is discussed in the next section). West Berkeley also dominates auto repair (69% of citywide gross receipts), which is considered a service, but functions alongside retail. West Berkeley has 63% of the city's sales in sporting/outdoor goods.

The area also has a broad range of retail on other dimensions as well. West Berkeley stores are among the cheapest and the most expensive in Berkeley in areas such as home furnishings and apparel. There are also a wide range of ethnically identified stores and restaurants, with a prominent group of Indian stores cohabiting with Arab/Middle Eastern, Japanese, Mexican, and African-American enterprises. These businesses often attract a more regional clientele than would otherwise come to (for example) a food store.

An emerging element of West Berkeley retailing is stores which wholly or partially focus their appeal to customers around the environment. There are stores which offer a range of goods which have been checked for their environmental appropriateness, while others seek to provide environmentally sound goods in a given sector. Analysts suggest

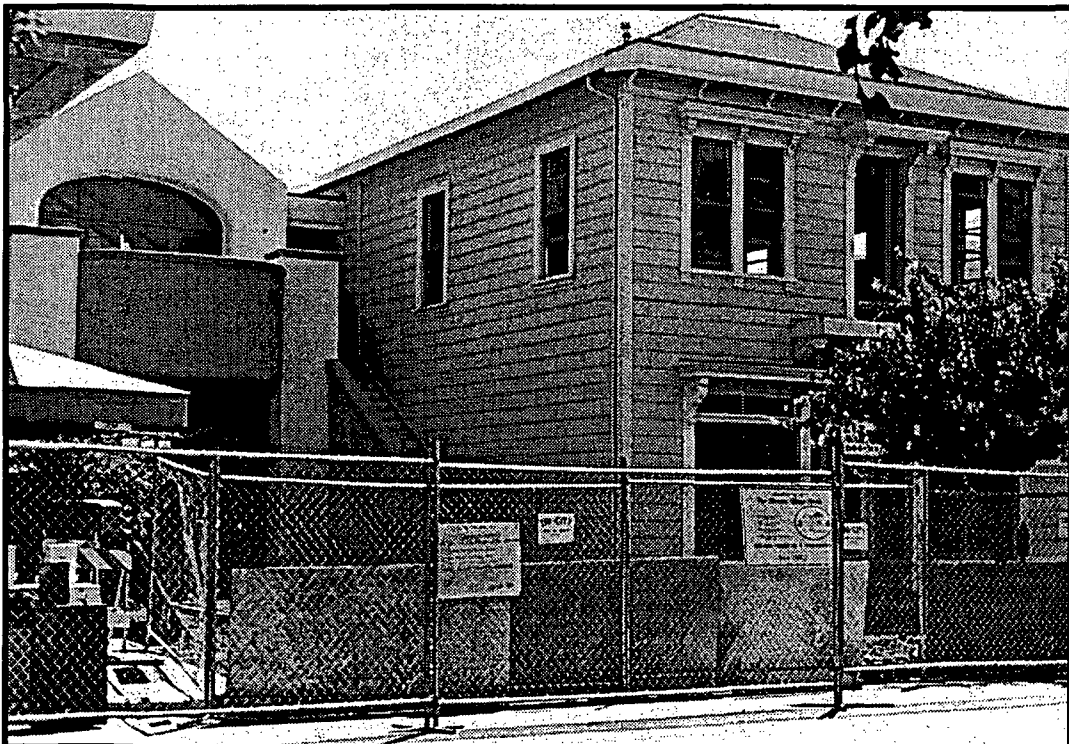


Table 2-3: West Berkeley's Largest Retailers, 1991 (by employment)

Company	Goods Sold	Employees
Spenger's Restaurant	Fish dinners	198
Whole Earth Access	General merchandise	175
REI	Outdoor clothing	135
Truitt & White	Lumber	110
Amsterdam Art	Art supplies	94
McDonald's	Cheeseburgers	60
Bette's Diner	Breakfast, lunch	50
Rubber Stampede	Rubber stamps	50
McNevin Cadillac	Cars	49
Nature Company	Miscellaneous goods	40

that this type of retailing is likely to have growing appeal in the future.

b. The Workshop—

Producer Goods from West Berkeley Manufacturers

West Berkeley manufacturers are also in a sense "shopped" at, though typically by other businesses, rather than retail consumers. Berkeley's manufacturers are too diverse to occupy a particular niche in the business market.

However, Berkeley clearly represents a city in which specialized, sometimes technically sophisticated, often custom ordered products, rather than mass produced ones, are made.¹ It is also part of the large Alameda County manufacturing "complex" whose overall employment levels were generally stable through the 1980's and early 90's (Alameda County is California's 5th largest manufacturing county).

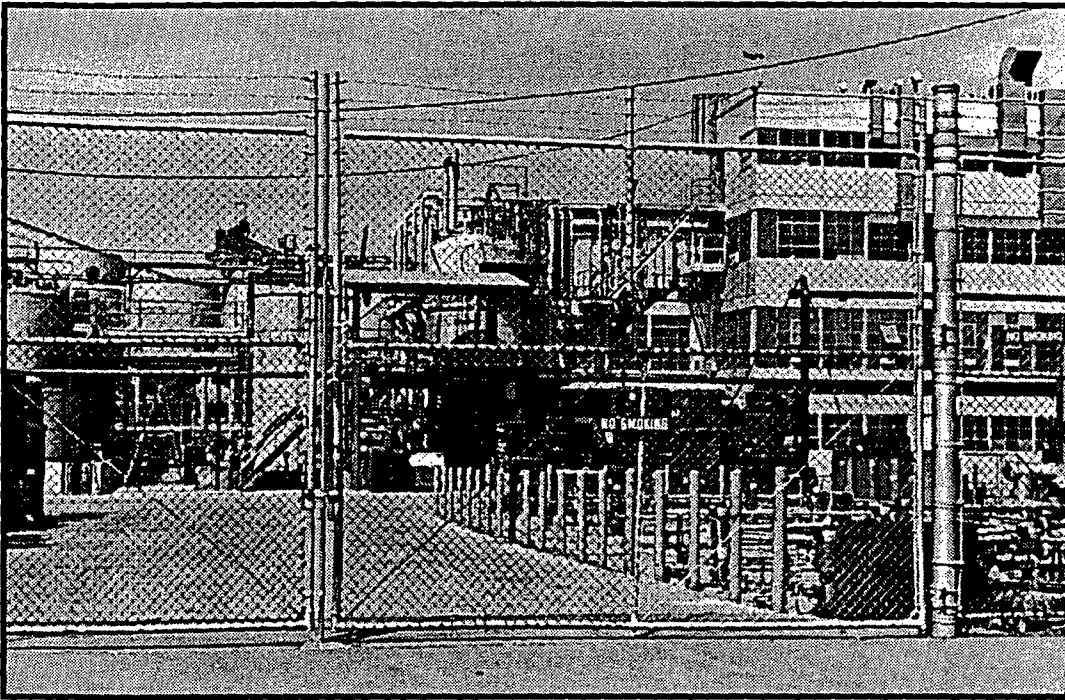
Most West Berkeley manufacturers do not make consumer products directly for the public. There are of course important exceptions to this rule, (especially in the food processing sector)— outdoor equipment from North Face, sake from Takara Sake, and energy bars from Powerfood are among them. Other West Berkeley products are used by contractors in construction, such as concrete from Berkeley Ready Mix and lighting fixtures from Peerless Lighting. But most typical are A&B's die castings for manufacturers, Flint Inks for printers, PQ's salts for soap makers.

Table 2-4: West Berkeley's Largest Manufacturers, 1991 (by employment)

Company	Goods Produced	Employees
Miles Inc.	Pharmaceuticals	686
North Face	Outdoor Equipment	445
Pacific Steel Castings	Steel Castings	300
Xoma	Pharmaceuticals	250
Flint Ink (Cal Ink)	Printing Ink	144
Peerless Lighting	Light Fixtures	130
De Soto Inc.	Coatings	113
Andros Analyzers	Gas analyzers	110
Permanente Medical Group	Eyeglasses	94
Macaulay Foundry	Iron	93

Berkeley manufacturers' markets are typically regional and national. Slightly under half of Berkeley manufacturers interviewed in the Business Outreach Surveys said their primary markets were found within Northern California. In a few cases (PQ, Asphalt Products Oil Corp.) the manufacturers are branches established to serve the Northern California market. No companies saw Berkeley itself as their primary

¹This general characteristic probably bodes well for the economic future of Berkeley manufacturers. Analysts of American manufacturing argue that to compete in the future, manufacturers in general will need to learn to produce specialized "niche" products, as many Berkeley manufacturers are already doing.



market, and there were distressingly few links between Berkeley based manufacturers (some firms saw opportunities to expand Berkeley sales). Silicon Valley was an important market for some, as was the industrial East Bay in general.

Roughly 1/3 of manufacturers served the national market. A number of these firms said that they did secondarily serve international markets, but only 3 firms (of 48 surveyed) saw their primary market as international. Firms with an international presence tended to be in "higher tech" sectors such as chemicals, machinery, and instruments. One reason for the relative lack of international activity by Berkeley manufacturers may be their comparatively small size vis-a-vis multinational firms.

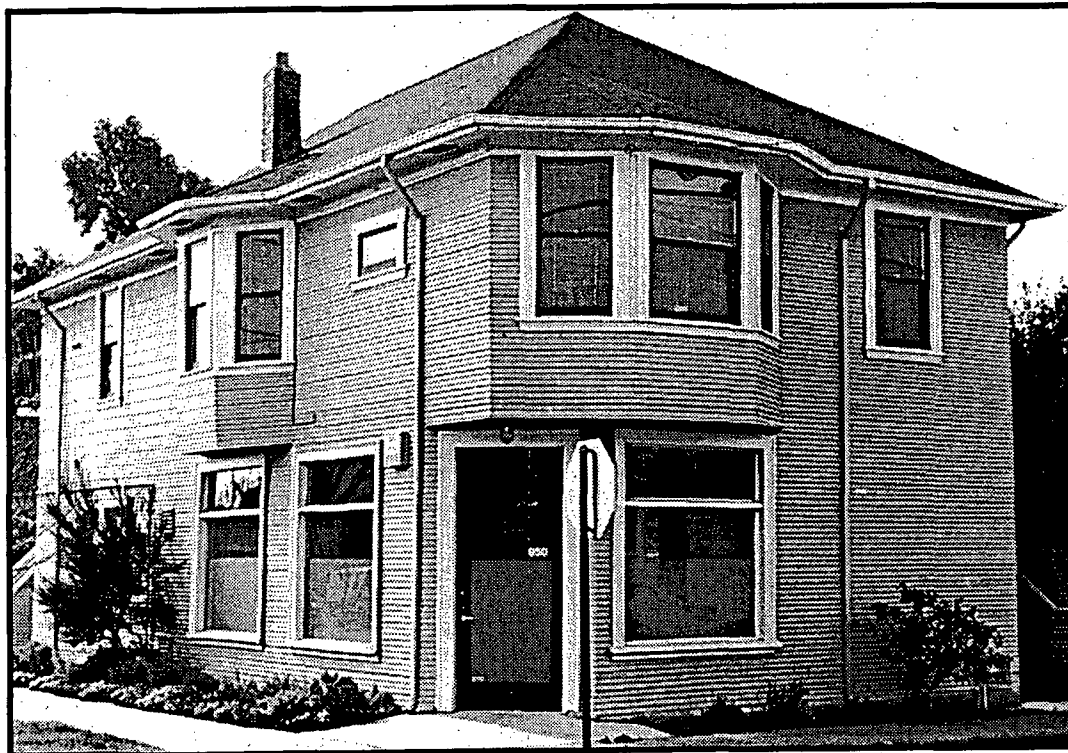
Businesses of course buy wholesale products from wholesalers as well as directly from manufacturers. West Berkeley has approximately 100 wholesalers, who sell goods in 37 different categories. They are overwhelmingly small— with the departure of Bookpeople, no wholesaler has more than 50 employees (three book wholesalers do remain). Direct data for comparing Berkeley wholesale trade with other communities is not available, but it does not appear that Berkeley has a strong specialization within this sector.

The Back Office

West Berkeley as a Provider of Services

As noted above, West Berkeley has increasingly added an office-based services component in recent years. West Berkeley now has slightly over 1/4 of Berkeley's private sector employment in office-based fields—such as business services, architecture and engineering, and legal services.

West Berkeley has not develop a clear specialization in services, unlike other sectors. On a regional level, Berkeley does not have a strong share of office-based services, with the partial exception of gaining 14% of Alameda County receipts in computer



services. This suggests, but does not prove, that much of the market for Berkeley service firms is within Berkeley (an alternative explanation is that Berkeley, for whatever reasons—perhaps the Berkeley residence of firm proprietors—has a certain share of region-serving firms).

Within Berkeley, West Berkeley's strongest performance is engineering and management services, where it gains almost half of citywide gross receipts. This category includes, among other things, architectural services, engineering services, and freestanding laboratories. West Berkeley has about 1/4 of citywide receipts in business services, which includes such fields as computer services (among them software), graphics services, and advertising.

West Berkeley's share of those subfields does not exceed roughly 25%.

7. The Revenue Functions of West Berkeley

West Berkeley as Tax Generator

From a city government perspective, one of West Berkeley's key contributions is to City revenues. City government finances have become increasingly con-

Table 2-5: The Largest Service Firms in West Berkeley, 1991 (by employment)

Company	Services Provided	Employment
Permanente Medical	Medical laboratory, other	410
Gannett Outdoor	Billboard creation	104
Engineering Sci.Ass.	Architecture/planning	72
General Parametrics	Software	71
Ecole Bilingue	School	60
Fantasy/Prestige/Miles	Records	59
Innovative Interfaces	Software	45
Gazette Press	Direct mail marketing	34
Custom Process	Photo Processing	33
Cygnnet Technologies	Research laboratory	28

Table 2-6: Contribution of Various Taxes to General Fund, 1991-92

Tax	Contributes
Property Tax	39% of General Fund
Sales Tax	22% of General Fund
Utility Users Tax	17% of General Fund
Business License Tax	11% of General Fund
Property Transfer Tax	6% of General Fund
Transient Occupancy Tax	3% of General Fund

strained due to Proposition 13 and state and federal cuts in aid to cities. Thus California cities have been forced to increasingly "fiscalize" their policies. This section explores the revenue contribution of various forms of economic activity in West Berkeley.

It must be acknowledged at this point that direct tax revenues are not the only economic contribution to the City that businesses make. Two

other forms of contribution—which ultimately lead to City tax revenue—are the impacts of employee spending and the "multiplier" effects of business spending for other businesses in the community. Unfortunately, available information is inadequate to quantitatively estimate these impacts. West Berkeley employees undoubtedly spend money on lunches and other goods. However, given the relative dispersal of West Berkeley employees—compared to a compact employment district such as Downtown Berkeley—it is difficult to accurately estimate how much they spend. Parallel problems arise with multiplier effects of business a buying from business b, which in turn buys goods or services from business c, etc. Given Berkeley's small size, and the lack of linkages (at least in goods purchases) between West Berkeley manufacturers, Berkeley may not be receiving the full benefit of presumed multipliers.

The comparison of these impacts between sectors yields mixed results. Advanced Services firms tend to have the employees with the highest overall wages/salaries, thought to contribute heavily to retail and restaurant spending. However, in manufacturing, wages are highest for the broadest spectrum of workers. Retailers generally pay the lowest wages, but often seek to stimulate spending by providing employee discounts. Regarding multipliers, construction and manufacturing generally have the greatest multiplier effect, but there is the difficulty of capturing these in Berkeley.

a. West Berkeley's Contribution to Various Taxes

Returning to taxes, there are six key taxes which support the City of Berkeley's General Fund (the funds over which the City has the most control). These are, in order of funds generated:

It should be noted that the property tax is divided among a number of taxing agencies (e.g. Berkeley Unified School District, Alameda County, etc.). Concerning sales tax, the City gets 95¢ from each dollar of taxable sales (which generates total sales tax for all agencies of over 8¢). *The discussion in this report concerns only the tax revenue received by the City of Berkeley.*

The percentage of revenues generated in the *West Berkeley Plan* area varies greatly for each of these taxes. The City does not keep official statistics on taxes generated by area, these figures represent estimates with available data. Table 2-6 outlines the basic information. It appears that West Berkeley generates approximately 10% of citywide

property tax revenue.¹ This relatively low percentage is in part explained by the relatively low turnover (compared to homes) of West Berkeley commercial properties, thus keeping the assessments down under the Proposition 13 system.

West Berkeley's largest contribution comes in sales tax, where it represents some 40% of citywide revenue. West Berkeley has some 33% of citywide retail sales dollars, according to the City's business licenses. But some 20% of Berkeley's taxable sales come in business to business transactions. These include sales of electronic equipment, chemicals, software, metal products, and other items. Based on an analysis of detailed taxable sales data from the Board of Equalization, it appears that West Berkeley accounts for some 67% of these sales in Berkeley. Thus, sales from sectors such as construction, manufacturing, wholesaling, and health services make up 1/3 of the over \$4 million in



sales tax generated. We estimate that West Berkeley generates 20% of utility users tax revenues, based on citywide estimates of how much of the utility users tax residents and businesses respectively pay. However, West Berkeley has many of the City's energy-intensive businesses—such as certain manufacturers. If data becomes available on energy use by business type, it may be possible to re-analyze this question.

The other taxes provide a less important contribution from West Berkeley. The slow rate of West Berkeley property transfers—depressing that revenue—has been noted above. Berkeley's major hotels, including the Marriott, are outside the *West Berkeley Plan* area, limiting that revenue.

¹The most recent data on assessed value come from the Redevelopment Expansion Feasibility Study, which indicated that West Berkeley's total assessed property value was \$304.5 million. At that time, 1986-87, the Citywide total was \$2,966 million. Regarding later change, West Berkeley has had faster economic growth than the city as a whole (tending to increase its share of property tax) but properties there turn over more slowly than in the city as a whole (slowing reassessments and tending to decrease West Berkeley's share).

Table 2-7: Estimated West Berkeley Plan Area Contribution to Major Taxes, 1991-92

Tax	Citywide Projected Revenue	West Berkeley Estimated Share	West Berkeley Estimated Revenue
Property Tax	\$ 19,001,725	10%	\$ 1,901,725
Sales Tax	\$ 10,618,200	40%	\$ 4,247,280 ¹
Utility Users Tax	\$ 8,502,000	20%	\$ 1,700,400
Business License Tax	\$ 5,565,000	29%	\$ 1,613,850
Property Transfer Tax	\$ 2,935,000	5%	\$ 146,750
Transient Occupancy Tax	\$ 1,664,000	10%	\$ 166,400
Tax Total	\$ 48,285,925	20%	\$ 9,776,345

¹Includes both retail sales and other taxable sales

b. Relative tax importance of Various Sectors

The information above demonstrates the overall importance of the *West Berkeley Plan* area in City tax collections. But a more "micro", site specific, view is also important. Without looking at all West Berkeley companies, this can most easily be constructed on a sectoral basis.

Table 7 shows the estimated City revenue (including special taxes and assessments)¹ derived from a square foot of new construction for various sectors. It should be emphasized that the table is based on prototype revenues, drawn from prototype property values, retail sales, and utility usage of actual cases where available, and general data where not. Other situations in the same sector may vary. The table represents new development - the far greater amount of existing development will usually generate substantially less. This is primarily because the property taxes on existing buildings are based on assessed value as of 1978 or the most recent sale, whichever was later. Thus property taxes for a given type of property within West Berkeley (and throughout California) vary wildly.

Not surprisingly, given the key role of the sales tax in West Berkeley, retail is the most lucrative sector for the City. A successful West Berkeley retailer could generate \$3.42 in City tax revenue per square foot per year. Fully \$2.38 is from the sales tax. It should be noted that this revenue assumes a quite successful retailer, with (taxable) sales of \$250 per square foot. If sales per square foot are lower, sales tax revenue to the City is reduced. This level of sales per square foot (or an even higher one) is not uncommon in the interior West Berkeley commercial areas.

Laboratory "R&D" and heavy manufacturing provide similar revenues, but through different taxes. The manufacturers' heavy use of energy is reflected in the 23¢ per square foot of utility users tax, a tax where the R&D impact is modest. Conversely, the R&D user contributes 19¢ per square foot in business license tax on its landlord on the rents it pays, while the heavy manufacturer contributes none, since it owns its' site. These tenures are typical in Berkeley for these sectors.² While we did not develop a

¹Special tax and assessments are paid to the City for specific purposes, such as streetlighting, or public schools. They are not part of the General Fund.

²It should be noted that some firms may make extraordinary investments in plant and equipment, thus increasing property taxes. For example, City staff has estimated that Miles' expansion per year will generate some \$4 per square foot in tax revenue (a higher level than the retail prototype above), in addition to its other mitigation payments. This is because of the massive plant and equipment expenditures Miles proposes. Other biotech and chemical firms could also have large expenditures.

prototype for conventional office use, it should be broadly similar to laboratory R&D.

Light manufacturing is a weaker revenue producer. Its facility requirements are less demanding than heavy manufacturing or R&D, therefore lowering the cost of and thus the property tax derived from its buildings. Light manufacturing also tends to use less energy. This prototype case was an owner occupant firm, but there are tenant light manufacturers whose rents generate property owner business license tax revenue. It should be cautioned, however, that varying light manufacturers have very different levels

Table 2-8: W. Berkeley Estimated Direct Tax Revenues per Sq. Ft. of Added Space

Tax Source	Heavy Manufacturing	Light Manufacturing	Laboratory/ "R and D"	Retail
Property Tax	.31	.20	.38	.26
Special Taxes & Assessments	.21	.21	.23	.23
Sales Tax	.19	.19	.19	2.38
Business License Tax				
Business	.27	.05	.14	.30
Landlord	.00	.00	.19	.19
Utility Users'	.23	.16	.05	.06
Total	\$ 1.21	.81	1.17	3.42

of investment in plant and equipment, and thus varying tax levels.

8. Advantages and Disadvantages of Doing Business in West Berkeley

In assessing how West Berkeley is likely to evolve and grow as a business center, its advantages and disadvantages as a business locale must be analyzed. Some of the issues can be viewed in strictly financial terms—what is the cost of doing business in West Berkeley, while others are more qualitative—e.g. perceptions about the community's attitudes. This analysis was developed both by staff and by the Economic Development Subcommittee of the *West Berkeley Plan* Committee.

a. A Creative "Town" in the Heart of the Bay Area—Advantages of West Berkeley

West Berkeley's advantages center on its character as a dynamic, innovative center in the heart of the Bay Area. The Business Outreach Survey asked firms (mostly manufacturers) what they thought the advantages and disadvantages of doing business in West Berkeley are. Advantages they cited included the centrality of West Berkeley to the Bay Area and the strong availability of skilled labor here. Indeed, Miles Inc., in explaining why it wishes to concentrate its biotech operations in Berkeley cited the large number of biotech companies and personnel located in Berkeley and the Bay Area.

Access to the University is an important part of the attraction. Berkeley's cosmopolitan population was seen as a plus by some. In this same vein, the innovative, sophisticated image of Berkeley made Berkeley a "good address" for scientific instrument makers, specialty food processors, publishers, and outdoor wear firms. A view of Berkeley

as a "clean, environmental city" with enlightened business leaders helped attract like-minded firms. For smaller firms of many types, Berkeley is a good place to "incubate"—start up a grow in "a fertile entrepreneurial environment." The amenities of the city, such as restaurants, are also an advantage in getting and keeping firms in West Berkeley. Berkeley's amenities and its tolerant atmosphere make Berkeley a place many employees enjoy working.

Office users also enjoy the accessibility, amenities, and to them "funky" image of West Berkeley. The mix of uses is part of the cultural appeal. Office users find rents lower and parking easier than in Downtown Berkeley and some other office locales.

Berkeley has both comparative advantages as against other cities in the region, and advantages it shares with them. Berkeley's unusual combination of a "smaller city" flavor with a dynamic urban economy appeals to many. Berkeley is safer from crime than Richmond or Oakland, two cities which businesses often compare Berkeley against. Berkeley's relatively modest size (10th in population among Bay Area cities) makes its City government more accessible than in larger cities like San Francisco. The Business Outreach Survey and follow ups to it by the Community Development Department have opened lines of communication with business. The *West Berkeley Plan* itself (and perhaps now the Miles Development Agreement) stand as positive examples of how business, the City, and various community groups can come together to make decisions that provide planning frameworks. Berkeley shares a well-developed infrastructure with the Bay Area (as against more rural areas where roads, water lines, etc. must be built for each plant, at significant cost).

b. The Price of Entry—Disadvantages of West Berkeley

The disadvantages of West Berkeley as a business locale center on the real and perceived costs of doing business—in time, money, and real or perceived community hostility. In the Business Outreach Survey, the lead negative was "anti-business" attitude on the part of the City and/or citizens, even though most surveyed firms had no complaints about specific City services or processes (these comments were not a reference to taxes, as only 3% of companies singled those out as an issue). Instead, many businesses—manufacturers in particular—felt that the community did not recognize their value. An equally important negative was transportation and congestion—an ominous note (but one shared with much of the region) given the strong possibility of worsening conditions on I-80.

Economic factors did appear in the survey—11% of companies surveyed cited land cost and availability as the biggest disadvantage of doing business here. Average listed Berkeley industrial rents range from 8-27¢ (all rents converted to industrial gross) higher than in other East Bay cities, depending on the size of the space and the city (see Table 7). In general, rent differentials were greater for smaller spaces, than larger ones, although this was not always the case. These differentials reflect both higher pre-tax lease costs and higher taxes and assessments of some 3.5¢ per square foot.¹ Similarly, the maximum \$2 per square foot in initial mitigations a manufacturer might be charged could cost as little

¹A sign of this cost problem is that a number of manufacturers and wholesalers, including a candy maker, a book distributor, and a household equipment distributor, have left Berkeley for other local cities, where they found industrial space more affordable.

as 2¢ per month under typical financing terms. Nonetheless, taxes, impact mitigations, and other fees can serve as an irritant to business. A separate, but related, problem is the difficulty that both manufacturing and advanced services firms have finding large sized spaces. Another problem for many firms was difficulty of obtaining qualified entry level

*Table 2-9: Berkeley and East Bay Cities—Industrial Rents by Size-Class, 1992**

City	0-9,999 sq.ft.spaces monthly rent/ sq.ft.	10,000-19,999 sq. ft. spaces monthly rent/ sq.ft.	20,000-49,999 sq.ft. spaces monthly rent/ sq.ft.	50,000 sq.ft. & larger spaces monthly rent/ sq.ft.
Berkeley	\$.64 (18)	\$.46 (7)	\$.52 (3)	\$.30** (2)
Emeryville	\$.44 (4)	\$.31 (4)	\$.30 (1)	\$.27 (2)
Oakland	\$.37 (21)	\$.38 (8)	\$.28 (9)	\$.27 (5)
San Leandro	\$.48 (14)	\$.33 (9)	\$.30 (13)	\$.31 (5)
Hayward	\$.44 (31)	\$.37 (18)	\$.35 (15)	\$.30 (13)
Union City	\$.56* (5)	\$.30 (2)	\$.29 (5)	\$.29 (2)
Richmond	\$.45 (5)	\$.37 (2)	\$.34 (2)	\$.20 (1)

*number of spaces in parentheses

**All or a majority of listings from a single property.

Source: Oakland Multiple Listing Service.

workers, although not all had difficulties in this area.

The Economic Development Subcommittee suggested some additional problems. Besides cost factors, they noted the difficult Use Permit process, which can be time-consuming and sets no priorities between permit applications. The perception that Berkeley is a difficult political environment with difficult approval processes, peopled by hostile activists, Commissions, and perhaps City staff and officials, was noted. They also noted the perception that Berkeley sets more stringent environmental regulations and enforces them more strictly than other communities, even though all are most often enforcing state law. It was noted that for some firms the mixed-use nature of West Berkeley is a very mixed blessing, bringing incompatible uses to their doorstep, as well as residents who might oppose their expansions. Berkeley also shares in the regional lack of affordable housing, despite the City's substantial efforts to deal with the problem.

III. THE ECONOMIC FUTURE OF WEST BERKELEY

The *West Berkeley Plan* is a 15 year Plan for the economic, physical, and social development of West Berkeley. Projecting the likely economic future—and shaping it to the extent that an active local government can—is a difficult, but necessary, task. All projections should be understood as analyses of likely future development based on information available today, and thus inevitably limited.

Regional Context

The *West Berkeley Plan* proceeds in the context of the Association of Bay Area Governments' projections for the 9 County Bay Area—the only such set of detailed local area projections. The Bay Area can be seen as the economic context for (West) Berkeley development, although the region is of course influenced by state, national, and international factors. ABAG projects continued growth in the Bay Area until the year 2005, although at a slower pace than occurred in the 1980's. ABAG's Projections 92 also projects that 3 broad sectors of the West Berkeley economy—manufacturing, services, and retail trade—will also grow. Regionally, manufacturing employment is projected grow 18% between 1990 and 2005, services 37%, and retail trade 23%. ABAG predicts that most manufacturing growth will be in sectors it labels “high technology”—electronics, computers, office equipment, and scientific instruments (with modest growth in remaining sectors). In services, it cites business services, along with legal services and architecture and engineering, as special growth areas.

ABAG projects more sectorally balanced growth patterns within Alameda County.¹ They project a 30% growth in manufacturing employment in the County between 1990 and 2005, a 33% growth in services, and a 23% growth in retail trade. “High technology” manufacturing is projected to grow from 29,000 to 52,000 employees in the County over the period, while other manufacturing grows very modestly from 55,000 to 58,000. In services, a business services cluster identified by ABAG, including business services as identified by the Standard Industrial Classification, legal services, and architectural & engineering services (or SIC codes 73,81, and 89) will garner 59% of growth.

Local Conditions

These projections, if accurate, set the framework for considering economic development in West Berkeley, but of course cannot precisely predict it. Development in West Berkeley is constrained by the available supply of land and buildings. Moreover, even with some 15,000 jobs, West Berkeley is a small enough area so that the performance of individual companies can make a substantial difference in the area's direction. This is particularly true in manufacturing, but there are some large retailers and office-based service companies as well. The development of specific geographic areas is important, particularly such retail concentrations as 7th & Ashby, University & San Pablo, and 4th & University. Nonetheless, some general projections can be made.

¹ Alameda County is a relevant unit of analysis because the County government is becoming more active in economic development, and because to a certain extent the County (excluding the Livermore Valley) forms an economic sub-region.



Future economic development in West Berkeley should be assessed both in terms of building development and economic activity by sector. Economic activity by sector is ultimately the more important and driving force, but building development gives the area its physical form and sets (or removes) constraints on economic activity.

In building development, the *West Berkeley Plan* projects an increase of some 1,535,000 square feet of occupied space from 1992 to 2005. Major sites for development or reuse include UC's Harrison tract, Utility Body, and the Colgate site. It also projects retail additions throughout the commercial zone, primarily through conversion from other uses, and to a lesser extent from new construction. Linking these buildings to use types, the Concept projects that this space will be distributed as follows: a net addition of 400,000 square feet in manufacturing (with wholesaling); 680,000 square feet in office and laboratory uses, and 325,000 square feet of retail uses. It should be stressed that the manufacturing figure is a Net figure, the product of new construction, reuse of vacant space, and also of losses of space due to conversion to other uses.

Economic Prospects by Sector

Manufacturing is likely to be in a stable to slow growth mode, when net gains and losses of employees are totalled. West Berkeley's role as a manufacturing center is set largely by the firms that are here, since manufacturers do not move easily, but West Berkeley manufacturing is also characterized by technical and product innovation. National scale manufacturers have largely left the city, leaving less footloose locally based firms. Few recent Berkeley plant closures have been due to business failures, a trend which will hopefully continue. However, some firms unable to find (affordable) expansion space—ideally space adjacent to existing sites—are likely to continue leaving. The

projected growth in manufacturing assumes that the City places a priority on retaining existing manufacturers and facilitating their expansion, as the *West Berkeley Plan* calls for. These expansions, rather than attraction of new companies into the city, will almost certainly be the main source of new manufacturing jobs (one potential source of relocated manufacturing jobs is printers and other manufacturers leaving San Francisco).

The most dramatic example of expansion should occur at Miles/Cutter, where the City and the company have agreed to a 30 year development plan for the 25 acre site. Peerless Lighting and Andros Analyzers are other examples of large manufacturers who plan to add jobs in Berkeley. Most manufacturers polled in the Business Outreach Survey stated that they planned to add jobs. Certainly, company by company factors concerning markets for the company's products, site conditions (including expansion possibilities) and costs, management plans for the company, and others will affect these expansion plans over the long run:

Biotechnology could be a growth area for Berkeley manufacturing, if local companies can successfully develop and prove the safety of their products. Miles and Xoma are large existing "biotech" firms, perhaps their presence, the presence of the University, and the presence of similar firms in the East Bay "Biotech Corridor" will attract new producers. Among sectors highlighted by ABAG, Berkeley has a strong presence in scientific instruments, with firms also in electronics and industrial machinery. Thus, in Berkeley, as in the region, "high tech" manufacturing will continue to grow as a proportion of total manufacturing, but "traditional" manufacturing will remain as well.

The broad services sector is likely to continue growing significantly. One of Berkeley's economic roles as a city—with a strong contribution from West Berkeley firms—is as a reservoir of brainpower and artistic talent for the East Bay, the Bay Area, and to some extent an even larger area. Business services as defined by the Standard Industrial Classification are strong in West Berkeley, particularly in graphic arts and software writing. In terms of overall growth (or decline), the specific fates of individual firms are least important in this sector, since it is composed of many (mostly) small firms. West Berkeley and other parts of Berkeley have numerous small software companies, to some extent as a result of the presence of the University and of a major software research institute. In the past, some of these firms have left Berkeley if they got large, but the potential for office developments at such sites as the University's Harrison Tract may make it easier for them to remain in the future. Architectural and engineering services—also part of ABAG's services growth cluster—are also strong in West Berkeley and likely to remain so. Berkeley is also a likely site for the expansion of research laboratories, particularly in association with—or as a precursor to—biotech manufacturing. Other services, most notably auto repair, are not likely to grow and may even shrink as competition for commercial sites increases.

Retail trade should also expand in West Berkeley over the Plan period. While Berkeley is narrowing the gap, it remains "understored" in sales dollars per capita (in some retail sectors) compared to other Alameda County or Bay Area cities. Paradigmatic West Berkeley retailers seek to project images of creativity, technical sophistication, supportive service, and environmental concern. The key assumption allowing West Berkeley to grow



as a retail area is reasonable traffic flow on I-80.¹

West Berkeley's current strength as a regional retail area is marked by the entrance of Orchard Supply Hardware, the expansions of Whole Earth Access and the planned addition of a second car dealership at Weatherford BMW. The 4th & University area also has potential for added regional retail (much of it in smaller shops), particularly if a train station and parking structure are added. If San Pablo Ave. retail nodes (e.g. San Pablo & University, San Pablo & Dwight) can be strengthened, as the Plan hopes, both neighborhood and regional serving retail can be developed at these locations. The many ethnically identified retailers along University and San Pablo Aves. should prove to be a source of strength, as the population of the East Bay continues to grow more diverse. There is less basis to predict an expansion of purely neighborhood serving retail, although the City can attempt to foster it. On San Pablo Ave., Walgreen's has opened two drug stores, a classification generally considered to be neighborhood-serving, although the stores are on a scale which suggests a somewhat broader clientele.

¹A major increase in traffic congestion on the Freeway could also drive away manufacturers, who cite the Freeway as an advantage of their Berkeley location.

V. GOALS AND POLICIES

Goal 1:

Take all reasonable actions to maintain and promote manufacturing and other industrial sectors in Berkeley.

Rationale:

One of the central thrusts of the Preferred Land Use Concept was to provide a land use framework which would allow manufacturing to remain and expand. Manufacturing is the one economic sector which is unique to West Berkeley. Manufacturing also provides often well-paid blue collar jobs accessible to moderately skilled people. Some manufacturers also produce products with important technical content, thus also providing technical jobs. The Plan is also premised on the concept that manufacturing can be maintained and expanded without sacrificing environmental quality.

Policies:

A. Implement the land use concept in the Preferred Land Use Concept, which allows for the retention and expansion of manufacturing, in conjunction with other Plan goals;

B. Implement the measures in the Preferred Land Use Concept which will streamline the permit process for manufacturers (consistent with other Plan goals such as the maintenance of environmental standards) and explore additional methods for streamlining the process;

C. To the greatest extent possible, focus business assistance efforts, including efforts to retain and attract new companies, on manufacturers which will provide jobs and/or other benefits for Berkeley.

D. Continually assess the impact of policies in other areas—such as taxes, impact mitigations, transportation planning, environmental quality, and others to assess how these policies affect the goal of retaining and attracting manufacturing, and how the goals which these policies are intended to achieve can best be harmonized with the manufacturing retention goal.

Goal 2:

Support the growth of regionally oriented retail trade in West Berkeley in locations which are consistent with other goals and standards, particularly the traffic goals of the Transportation Element.

Rationale:

West Berkeley has been increasingly successful as a regional retail center. This success has provided tax revenue to the City, provided innovative goods and services (which are not generally available at locally oriented retailers) to Berkeley and surround-

ing communities, and in some cases created stimulating urban environments. In a time of fiscal stringency for the City, gaining new tax revenue is critical. There are a number of locations—the Ashby corridor, around 4th & University, and along San Pablo Ave., where retail expansion can occur without damaging industrial activity. Clustering of regional retail uses can help them succeed, help make retail areas more pleasant and attractive, and allow for centralized parking facilities shared among retailers. However, in developing these areas, the City and businesses should assure that they do not cause undue traffic congestion at nearby major intersections. Such congestion is both undesirable in itself and tends to make the retail areas less successful.

Policy:

A. Assist appropriate types of retailers to locate in West Berkeley retail areas, and to meet planning standards for those areas.

Goal 3:

Improve the level of neighborhood serving retail in West Berkeley

Rationale:

As discussed above, many West Berkeley residents feel the area is deficient in neighborhood serving retail, such as food stores. There are many factors—e.g. competing commercial areas, the need for service commercial uses such as auto repair, low population density—which have led to the character of commercial strips such as San Pablo Ave. Yet San Pablo Ave. may have the ability to attract local customers from both West Berkeley and neighboring areas. Doing so would not only provide needed services, but also improve the urban environment. Improving the level of neighborhood serving retail might make it possible for area residents to walk or bike instead of drive on some shopping trips. Therefore, the City should explore and take feasible action to improve the situation.

Policies:

A. Explore how neighborhood serving retail uses might be brought to San Pablo Avenue specifically.

B. Explore the potential of other locations within West Berkeley to support neighborhood serving retail.

C. Implement the provisions of the Preferred Land Use Concept which allow small scale food stores in residential zones.

Goal 4:

Continue to support the growth of advanced technology manufacturing (such as biotechnology) and advanced technology services (such as research laboratories) in appropriate locations, under appropriate environmental safeguards.

Rationale:

As is discussed earlier in this Element (see p 74), Berkeley's concentration of both scientifically trained personnel and scientific research institutions is a "comparative advantage" (vs. other cities) for this community. The recently signed Development Agreement between the City and Miles Labs indicates both City and corporate interest in this type of expansion. The body of trained people here makes it possible for Berkeley firms to set up the most technologically sophisticated manufacturing and research processes possible. Research conducted in these operations may (or may not) have spinoff benefits in other fields. While research activities generally provide jobs solely for the highly trained, jobs requiring less advanced training are also likely to be created if products move into the production process. The heavy capital investments required for advanced technology manufacturing, and to a lesser extent for advanced technology services, also translate into increased property tax revenues for the City. While advanced technology firms cannot and will not completely supplant "mainstream" manufacturers or service providers, they are likely to form an important part of West Berkeley's economic base and thus should be supported.

Policies:

- A. Provide assistance to advanced technology firms to help them establish or expand businesses in appropriate locations.
- B. Periodically review the City's regulation of biotechnology to assure that it both meets City regulatory objectives and does not unnecessarily interfere with the creation and expansion of biotechnology firms here (see Environmental Quality Element for implementation measures)
- C. Develop links between training agencies and Berkeley biotech firms, so that Berkeley residents can become qualified for biotech jobs.

Goal 5:

Continue to create employment opportunities, especially for Berkeley and West Berkeley residents.

Rationale:

Finding employment opportunities, especially in good jobs, is one the major goals of the City's overall economic development policy. It is particularly important to find these opportunities for economically disadvantaged Berkeley and West Berkeley residents. In 1990, the Census showed that West Berkeley residents were less likely to work in Berkeley than other Berkeley residents. Doing so both serves needy citizens and reduces the strain on the stressed regional transportation network. Getting residents employed, has secondary beneficial effects, such as reducing social service costs and increasing retail spending in Berkeley. Creating employment opportunities requires not only assuring that there are jobs in Berkeley, but also that needy residents have the skills and mechanisms to access these jobs. Therefore, the City implements such programs as First Source, which

requires that businesses which get Use Permits review Berkeley resident candidates first for their job openings (however, the program does not require that the businesses hire the Berkeley candidates, and does not expect businesses to hire unqualified employees).

Policies:

A. Pursue all avenues which will result in the training of Berkeley residents, particularly economically disadvantaged Berkeley residents, for the widest possible range of occupations that exist in West Berkeley. To do so, pursue strengthened links between major employers and educational institutions, and major employers and training agencies. In the context of citywide efforts, improve the abilities of Berkeley training agencies and schools to prepare future workers.

B. Improve the access of (West) Berkeley residents to jobs which exist in West Berkeley through mechanisms such as an actively implemented First Source Program.

C. Improve the placement and retention rate of First Source Program participants by improving training through intensified links between the First Source Program and the planning and outreach process for employment and training agencies.

Goal 6:

Promote opportunities for business ownership by the economically disadvantaged—non-Whites, women, and other economically disadvantaged people.

Rationale:

While paid employment will remain the primary source of income for most households, business ownership can be a means for economic advancement for some non-White people, women, and other economically disadvantaged people. The diverse West Berkeley economy, with its many niches and many small businesses, provides opportunities for business ownership without capital requirements that are prohibitive to non-traditional business owners. As of 1991, 20% of West Berkeley businesses report themselves as minority owned, although these businesses gain only 8% of total gross receipts. The City should be alert for opportunities to assist African-American, Latino-American, Asian-American and women entrepreneurs. The "high technology" sectors present in West Berkeley have tended to have a low percentage of entrepreneurs from these groups. To the extent that San Pablo Ave. becomes a focus of economic development activity, it could be a good locale (among others) for expansion of "minority" owned businesses.

Policy:

A. Use City economic development programs, such as the Revolving Loan Fund, business outreach, and ownership transfer assistance as vehicles to promote business ownership by non-Whites and women.

Goal 7:

Protect small businesses, particularly arts and crafts businesses, so they can continue to flourish in West Berkeley.

Rationale:

Small businesses, especially arts and crafts businesses, are key in creating the unique character of West Berkeley. The City has developed Arts and Crafts zoning to protect these businesses. However, the zoning has not always worked as intended. It is vital to assure that arts and crafts enterprises are genuinely protected from displacement.

Policy:

A. Use available mechanisms, including zoning, property purchase assistance, and direct City assistance to artists, to assure that artists and craftspeople remain a vital part of the West Berkeley community.

Goal 8:

Encourage linkages between West Berkeley businesses, and between public institutions and Berkeley businesses.

Rationale:

West Berkeley businesses—especially (but not only) manufacturers—purchase millions of dollars of goods and services annually as inputs into their goods and services. To the extent that these purchases can be made locally, their economic impact can be greatly increased. Many necessary inputs are not available within Berkeley (and sometimes even Alameda County) but there has been no concerted effort to assure that businesses are maximizing their opportunity for local purchases. There is a particular opportunity for those firms which are undertaking major construction projects. Beyond purchasing, there may be possibilities to increase cooperative information sharing efforts, training, or problem solving.

A similar logic obtains for public agencies, such as the City of Berkeley or the University. Public agencies are major goods and services purchasers, although typically of final products, not intermediate inputs. Public agencies can also seek to use the funds they have on deposit to encourage lenders to engage in socially constructive (or “community development”) lending.

Policies:

A. Explore mechanisms which can facilitate increased linkages between West Berkeley businesses.

B. Explore the possibility for City funds to be used in “linked deposit” programs.

C. Use the Recycling Markets Development Zone (RMDZ) as a way of encouraging manufacturers to use local inputs. (see Environmental Quality Element

IV. ISSUES AND STRATEGIES

This section forms a transition between the Background and Goals and Policies on the one hand, and the specific implementation measures on the other. The Background section seeks to paint a picture of existing conditions in the West Berkeley economy, while the Goals and Policies section points out desired goals and directions for City policy. This section outlines some key issues—largely those highlighted by the Economic Development Subcommittee of the West Berkeley Plan Committee—and discusses in general how the City should respond to them, how to move towards the goals. The strategic discussions in this section suggest approaches to problems, although specific implementation steps have not necessarily been developed, particularly if areas of program activity are required. It is expected that the strategic concepts discussed here—and the specific measures used to implement them—will evolve over time.

A. *Strategies for Business Retention*

Business retention is one of the central elements of the West Berkeley Plan. The Preferred Land Use Concept was conceived in significant part to provide a more stable planning environment for manufacturers and other businesses. Manufacturers in certain areas of West Berkeley are protected by the Plan from invasive and destabilizing uses, in others the nature of the mix of uses is clarified. In all areas, permitted and prohibited activities are more clearly defined, and the process for expanding a permitted use is generally eased—changes which will benefit manufacturers and other businesses. Streamlining the permit process has been repeatedly cited as a key goal of businesspeople.

These changes are necessary, but not sufficient, to retain manufacturers—particularly expanding ones.¹ These expanding companies often face the need to find space at affordable rents/prices, which can be difficult in West Berkeley. The Community Development Department currently works intensively with manufacturers and other businesses to help them find appropriate space. In some cases these efforts have been successful, in others they have not.

The Economic Development Subcommittee suggested that business retention efforts focus on sectors such as scientific instruments, printing, machinery, biotechnology, and possibly other light manufacturing sectors. While the City generally seeks to retain most businesses, these sectors are particularly promising for Berkeley and do deserve special attention. The mechanisms to do provide this attention will need to be defined. Perhaps (with adequate staffing) a special program of regularly contacting these businesses to make sure they were functioning well in Berkeley would be possible. The West Berkeley Manufacturers' Forum planned in the Miles Development Agreement will provide another avenue to implement these ideas.

In addition to these concrete, bottom line factors, there are less objective factors—such as how the “business climate” seems—as well. It is unclear how important these factors are in business retention—companies relocating out of Berkeley cited cost and

¹In recent years, Berkeley manufacturers have not generally closed because of business failure, although such cases have occurred.

space availability as their key reasons for leaving. These factors are discussed in the Opportunities and Constraints subsection of the Background section of this Element.

One relatively low cost way to improve perceptions about doing business in Berkeley to recognize and reward those Berkeley firms which make a particularly positive contribution to the city. For example, Berkeley manufacturers have been leaders in seeking out environmentally sensitive ways to manufacture products. Those who innovate in this field or in the making of environmentally sound products should be recognized and rewarded. Some such firms have been noted in the *South and West Berkeley Revitalization Exchange*, but there are many other possible publicity mechanisms. A Made in Berkeley labeling program for such products has also been proposed (as has similar labeling for the Bay Area as a whole).

Another important strategy for retaining manufacturers is addressed in the following discussion.

B. Strategies for Retaining Local Ownership of Manufacturers

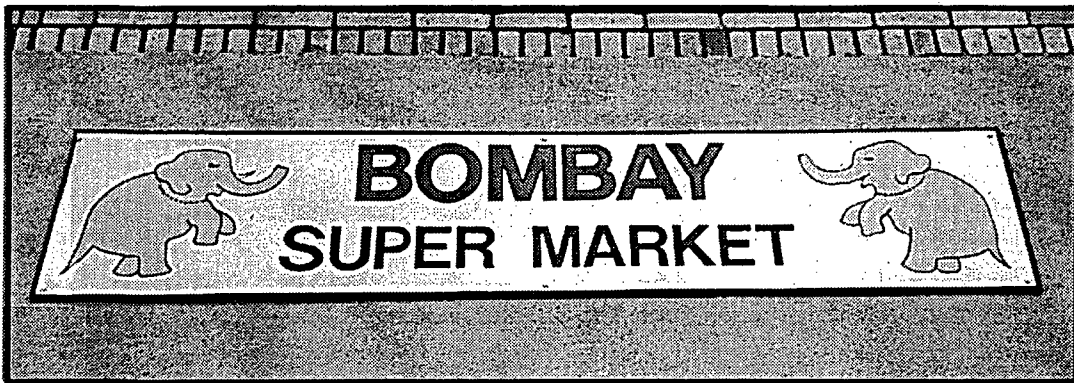
One important strategy area for business retention is retaining local ownership. Both academic studies and Berkeley experience demonstrate that owners based outside Berkeley (or the Bay Area) are much more likely to move or close a plant than locally based ones. Non-local owners may "consolidate" Berkeley plants into plants elsewhere. Durkee Foods, Colgate-Palmolive, Heinz, Canada Dry, Lectra Lighting, and Upright Scaffolding are all examples of outside corporations which closed Berkeley plants. This is not to suggest that all local owners are community-minded, or that all outside owners (even foreign ones) are not, but rather that in general local owners are more committed to remaining in Berkeley.

In order to maintain local ownership of West Berkeley businesses, there must be intervention at the time when a company is likely to pass out of local hands. Two times when this likely to occur are 1) retirement of owner(s); and 2) major expansion. When the local owner(s) retire, (s)he may not have a family member who is interested in assuming control of the business. At that point, (s)he may sell the business to an outsider or simply close it down, even if it is still profitable. Major expansions generate the need for increased capital for the firm. One way that firms generate that capital is by selling the firm to non-local owners.

There are many roles for the City, or a City-supported intermediary such as an Economic Development Corporation, to play in facilitating local ownership. These could include finding financing for a local buyer, guaranteeing loans for a local buyer, providing information on employee ownership options such as ESOPs (Employee Stock Ownership Plans) and finding technical assistance for that buyer. The City or Economic Development Corporation would have to develop mechanisms to learn of impending owner retirements or company sell-offs, though some such situations are already known. In cases where the firm's workers were interested, they could be the local buyer. It seems prudent for this effort to focus initially on smaller firms, to help build up a credible record for later efforts to intervene with larger firms.

C. Strategies for Improving the Level of Neighborhood-Serving Retail

Some West Berkeley residents feel the area is short of neighborhood serving retail. Food stores are the key issue. In a 1989 survey of Berkeley households, 57% of West Berkeleyans responded that there were too few food stores near their house. More West Berkeleyans felt they were lacking for food stores than any other neighborhood's residents—in South Berkeley 38% felt there were not enough. West Berkeley residents missed food stores more acutely than any other category, though 48% also desired more specialty stores and 39% more drug stores. (Most West Berkeleyans—54%—felt they had too many liquor stores.)



Unfortunately, it may be rather difficult to increase food stores in West Berkeley. West Berkeley already has 27 of Berkeley's remarkable total of 157 food stores¹, or 17%. West Berkeley's food stores racked up some \$12.5 million in sales in 1990, almost 10% of the Citywide sales of \$128 million, despite the absence of a major supermarket in West Berkeley. The portion of Berkeley's population which could be expected to rely on West Berkeley food stores is also 10%, suggesting that the area is capturing a fair share of sales (This adds Census Tract 4233—the San Pablo Park area—to West Berkeley proper, because San Pablo Ave. is the closest major shopping street for them). Berkeley has only some 9 supermarkets—depending on exactly what stores are considered supermarkets—again suggesting that West Berkeley's population may be too small (and too low income) to attract one.

However, most of West Berkeley's food stores are in the area from Addison St. north, suggesting that the southern residential areas are relatively underserved. In addition, a West Berkeley supermarket might be feasible if it could capture some of the traffic from outside West Berkeley which use West Berkeley arterials. In addition, it has been suggested that the Redevelopment Agency explore the idea of establishing an outdoor "mercado" or farmers/arts and crafts market at the Delaware St. Historic District (Delaware St. between 5th and 6th). Such a mercado might be able to draw on the regional traffic 4th St. draws while providing locally useful services (and re-establishing the retail importance of Oceanview's historic main street).

¹Food stores as a category in the Standard Industrial Classification includes both general grocery stores, such as supermarkets and corner groceries, and more specialized shops such as bakeries, fish markets, and meat markets. Perhaps one reason West Berkeley residents feel underserved by food stores is that many area food stores are specialized, while others are small. Small stores also generally have higher prices than supermarkets. However, Berkeley as a whole has significantly more food stores than typical for a California city its size.

VII. IMPLEMENTATION MEASURES

Priority Implementation Activities

The first group of activities are activities which have been selected for both their particular importance in implementing the goals of the Element and for the likelihood that they can be at least partially implemented in the short run.

1. **Targeted industrial retention and attraction program**—Develop and implement a targeted West Berkeley industrial retention and attraction program, including preparation of appropriate and timely informational and promotional materials.

Goals and Policies Implemented: Goal 1, Policy 1C; Goal 4, Policy 4A

Responsibility: Community Development Services, Community Development Department

Funding: Costs not yet analyzed, but general Berkeley promotional brochure published, West Berkeley promotional brochure planned.

2. **Large Site Reuse Project**—Make reuse of large sites such as Colgate and Utility Body priorities for business assistance, explore how planning tools such as the Large Site Development Process could facilitate development on these sites, and explore mechanisms for financing toxic remediation and improvements on the site, including (but not limited to) expansion of the Redevelopment Area and creation of assessment districts.

Goals and Policies Implemented: Goal 1, Policy 1C; Goal 4, Policy 4A; Goal 5, Policy 5A

Responsibility: Community Development Services, with City Planning Dept.

Funding: No non-staff costs yet identified.

3. **Major Employer Training Project**—Implement the Biotech Academy provisions of the Miles Development Agreement, and seek to develop similar comprehensive education and training arrangements with other large employers, particularly those in the biotech/laboratory field.

Goals and Policies Implemented: Goal 4, Policy 4C; Goal 5, Policies 5A and 5B

Responsibility: Community Development Services

Funding: Miles Development Agreement.

General Implementation Activities:

A. Ordinances, Regulation and Policy Development

1. **Rezoning**—Rezone the West Berkeley Plan Area to reflect the land use districts, permitted and prohibited uses, and development standards of the *West Berkeley Plan*.

Goals and Policies Implemented—Land Use Element Goals and policies, also Economic Development Element Goal 1, Policies 1A & 1B; Goal 2; Goal 3, Policy 3B; Goal 4, Policy 4A

Responsibility: City Planning Department

Funding: Regular staff and operations funding

2. **Arts and Crafts**—Review the functioning of the arts and crafts Ordinance, and develop recommendations about how it can best be implemented.

Goals and Policies Implemented:—Goal 7, Policy 7A

Responsibility: City Planning Department, in consultation with affected parties.

Funding: Regular staff funding

3. **Mitigations**—Develop and adopt as Ordinances housing, child care, and possibly other mitigations which reflect both the City's goal of recovering the impacts of development, and the City's goal of maintaining manufacturing and creating jobs generally.

Goals and Policies Implemented: Housing/Social Services goals

Responsibility: Community Development Services, Community Development Department, with City Planning Department

4. **Coordination with County**—Increase City coordination with and participation in Alameda County industrial retention, defense conversion, job training, and other economic development programs and policy development.

Goals and Policies Implemented: Goal 1, Policy 1C; Goal 2; Goal 5, Policy 5A

Responsibility: Community Development Services, Community Development Department, with Berkeley representative on Alameda County Economic Development Advisory Commission

Funding: Regular staff and operating funds

B. Programs

1. **Building Buyout Program**—Implement the West Berkeley small business buyout program, established as a mitigation for the Durkee project.

Goals and Policies Implemented: Goal 1, Policy 1C; Goal 5

Responsibility: Community Development Services, Community Development Department

Funding: Program Self-funded

2. **Buyouts of Retiring Owners**—Develop and implement a financing and technical assistance program to facilitate worker or community buyouts of retiring owners of manufacturers.

Goals and Policies Implemented: Goal 1, Policy 1C

Responsibility: Community Development Services, Community Development Department

Funding: Costs not yet analyzed. Industrial Development Bonds possible source for project financing.

3. **Employment/Training System**—Institute a coordinated program to improve Berkeley's system for employment training, and to improve Berkeley resident workers' access to Berkeley jobs (see also Priority Activity #3)

Goals and Policies Implemented: Goal 5, Policy 5A & 5B

Responsibility: City Manager's Office, possibly to be delegated

Funding: Costs not yet analyzed.

4. **Recognition**—Develop mechanisms to recognize and publicize manufacturers and other businesses with outstanding records in environmental quality, local hiring, or other contributions to the Berkeley community.

Goals and Policies Implemented: Goal 1, Policy 1C

Responsibility: Community Development Services, Community Development Department

Funding: Regular staff and operating funds

5. **Business Assistance**—Continue to provide assistance to manufacturers, retailers, and other businesses seeking to locate or expand in appropriate West Berkeley locations.

Goals and Policies Implemented: Goals 1,2,3,4; Policies 1C, 2A, 3A, 4A

Responsibility: Community Development Department

Funding: General Fund

C. Projects

1. **Business Directory**—Develop a directory of West Berkeley businesses, both for retail customers and to assist West Berkeley businesses in buying goods from each other.

Goals and Policies Implemented: Goal 1; Goal 2; Goal 3: Goal 8, Policy 8A

Responsibility: Not yet determined, directories frequently published by community organizations

Funding: Costs not yet analyzed.

D. Studies

1. **San Pablo Ave. Economic Development Study**—Analyze the social, economic, and physical conditions and potentials on San Pablo Ave., in order to formulate and implement an Improvement Strategy for San Pablo Avenue. The strategy should emphasize attracting and retaining desired businesses and improving the physical character and appearance of the street.

Goals and Policies Implemented: Goal 3, Policy 3A; Goal 6

Responsibility: Not yet determined

Funding: Costs not yet analyzed.

2. **Redevelopment Feasibility**—Study whether renewal and expansion of the Redevelopment Area would be a feasible and appropriate method to finance West Berkeley Plan proposals. The study would develop an appropriate proposed area.

Goals and Policies Implemented: Goals from Housing, Transportation, Environmental Quality Elements, also Goal 1, Policy 1C; Goal 3, Policy 3A; Goal 4, Policy 4A; Goal 6, Policy 6A; Goal 7, Policy 7A.

Responsibility: Redevelopment Agency

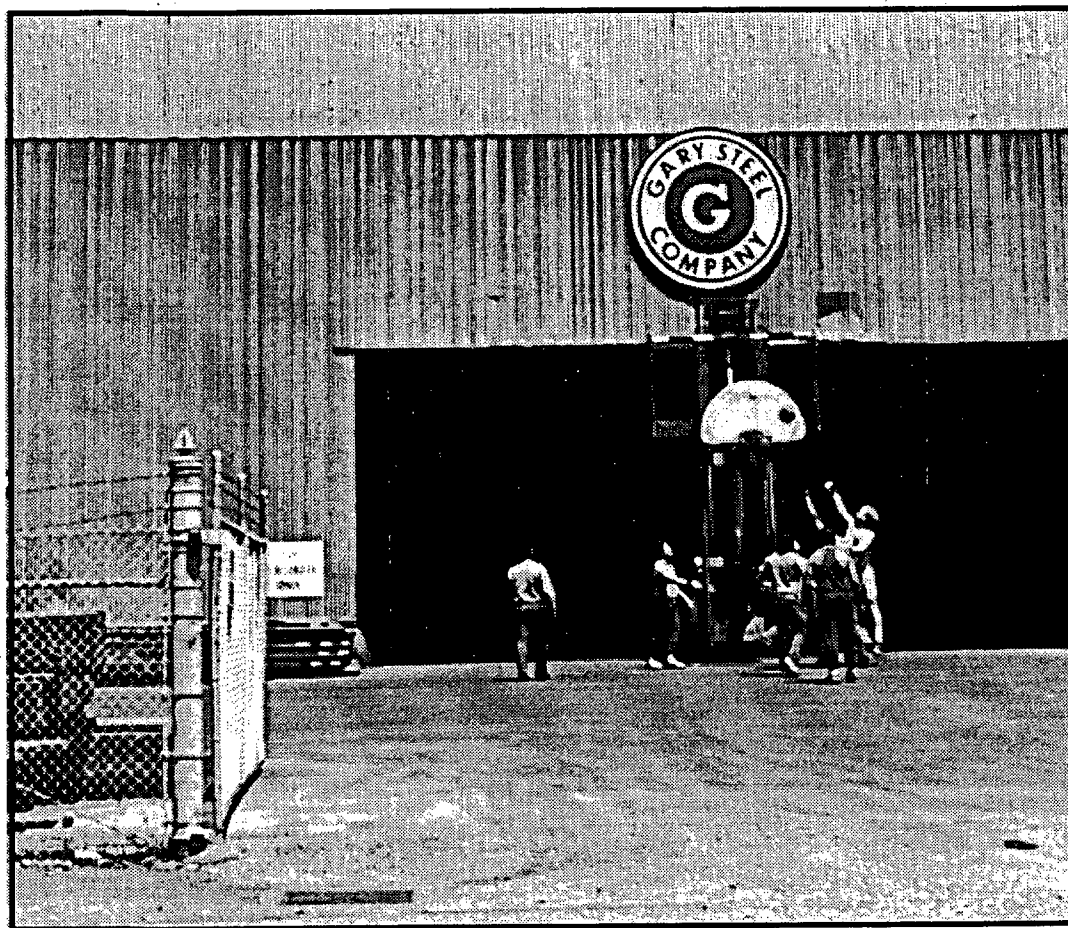
Funding: Costs not yet analyzed.

3. **Economic Development Organization**—Explore the feasibility and usefulness of creating some form of West Berkeley economic development entity, such as an Economic Development Corporation, perhaps analogous to Coliseum Corporation in Oakland.

Goals and Policies Implemented: Potentially all, depending on entity's focus.

Responsibility: Community Development Services with City Planning Dept.

Funding: No sources identified, but Miles Development Agreement provides for Miles' in-kind support to West Berkeley economic development forum.



Economic Development Element

3

ENVIRONMENTAL QUALITY

I. STRATEGIC STATEMENT

West Berkeley in many ways is the environmental "frontline" of Berkeley. It is adjacent to the Bay and Interstate 80, and contains the Southern Pacific Railroad and all or part of Berkeley's 2 State highways. West Berkeley has Berkeley's largest concentration of users of hazardous materials, such as manufacturers, laboratories, and auto repair shops. West Berkeley also has a thinner network of public transportation network than the rest of Berkeley, forcing greater reliance on automobiles for transportation. In this special—and especially vulnerable—context, citywide policies and strategies to protect and improve the environment become particularly crucial for maintaining West Berkeley's productive diversity of industrial, residential, and commercial land uses.

Environmental strategies are found throughout the *West Berkeley Plan* because achieving good environmental quality is a key goal of the Plan. Environmental measures are found particularly in the Transportation, and Land Use Elements, as well as this Environmental Quality Element. This Element establishes the environmental measures necessary to maintain a balance between a viable and productive economy—which provides economic opportunity (and funds environmental protection efforts)—and a decent, safe, and sanitary residential community and work environment. Implementation has already begun on a great many of its measures. The Plan is premised not on the displacement of existing manufacturers, but rather on the improvement of their (as well as other business', institutions', and households') environmental practices.

This Element's goals and policies complement those of the Transportation and Land Use (and Economic Development) Elements. The Land Use and Transportation Elements provide environmental protection through a gradation of zoning/land use districts, the careful selection of permitted and prohibited uses, strategies to reduce single occupant vehicle trips, and a set of appropriate development standards. The environmental goals and policies that follow are based on a strategy of increased communication, community participation, regulatory coordination, and a spirit of cooperation and compromise. In particular this Element addresses community awareness and the regulatory process, as well as 5 specific areas of concern: Hazardous Materials, Biohazardous

Materials, Air Quality, Soils and Groundwater, and Noise. On the positive side, the Element briefly reviews the actual activity and potential for further activity of recycling in West Berkeley.



II. BACKGROUND

A. General Introduction

On some fundamental levels, the environmental quality of West Berkeley is good and improving. The Bay Area overall has almost the lowest air pollution of the 20 largest American metropolitan areas, with most measures showing continued improvement. West Berkeley, with its strong prevailing westerlies from the Bay and the ocean, shares in this favorable circumstance. Drinking water, supplied by the East Bay Municipal Utilities District (EBMUD), is high quality, drawn from clean Sierra sources.

Yet there are unquestionably serious environmental issues in West Berkeley. Interstate 80 is a major emitter of carbon monoxide, nitrogen oxides, and reactive organic gases, joined by some industrial users. There is significant use of hazardous materials in industries and households, causing the potential for environmental problems. Aquatic Park has suffered water quality problems, many other sites have contaminated soils. The ground itself can be a cause for concern in West Berkeley, given that it has liquefaction potential in earthquake, particularly west of 3rd St. (Southern Pacific RR).

These environmental stresses do not occur in splendid isolation in West Berkeley—because from virtually its beginnings as Oceanview until today West Berkeley has encompassed the full range of uses from “heavy” industrial to residential. Conflicts over noise, odors and sometimes more severe problems are virtually structured into this pattern. Some previous planning efforts sought to deal with these conflicts by eliminating either the residential or the industrial component. The *West Berkeley Plan* by contrast recognizes conflicts, seeks to reduce them, and seeks to improve environmental performance while maintaining a mix of uses.

The response to these issues has come from a variety of levels, resulting in a complex of federal, state, regional, and local environmental regulations to protect both residents and workers. The appropriate level for regulation continues to be discussed, especially in the legislature. State laws are often particularly far-reaching. This growing mass of sometimes duplicative legislation can bewilder and irritate businesspeople. Yet the multiplication of laws does not necessarily produce effective enforcement, particularly if resources are not available to enforce them. And some Berkleyans express frustration about what they see as a lack of effective environmental protection.

The *West Berkeley Plan* Preferred Land Use Concept has a healthy environment as a central goal, without destructive overregulation of West Berkeley's economic base. One impediment to developing and evaluating environmental strategies is lack of data—local data on environmental conditions is not yet as well as developed as for areas such as housing, economic development, or transportation. Many environmental problems are broadly regional or site specific, limiting the availability of data about West Berkeley as an area. Over time more relevant data should be available.

This Element of the *West Berkeley Plan*, along with the Land Use and Transportation Elements lays out the environmental policy framework and strategies of the *West Berkeley Plan*. This Element discusses goals, policies, and implementation measures in

the areas of environmental review generally, hazardous materials, soils and groundwater, air quality, noise, and biohazardous materials. The Environmental Quality Element incorporates one of the most detailed programs for City action of any *West Berkeley Plan* Element.

Appendix A—Environmental Strategies and Implementation Measures—is a 1992 evaluation of a set of generally shorter range strategies in these areas which the *West Berkeley Plan* Committee put forward for review. In many cases, as the Appendix describes, the City is already implementing programs in these areas. Taken as a whole, the goals, policies, and implementation measures in the Element and the Appendix are designed not only to address specific environmental concerns, but to improve the environmental regulatory process as well.

B. Hazardous Materials—Use & Disposal

I. Existing Conditions

Hazardous materials raise environmental concerns because they may be released into the air, water, or soil, and then pose a threat to people who are on site or nearby. In recent years, most businesses and institutions have tried to reduce their use of hazardous materials, in part because it has become increasingly expensive to handle them. However, for many manufacturers, laboratories, and service providers, there are as yet no adequate substitutes for many hazardous materials.

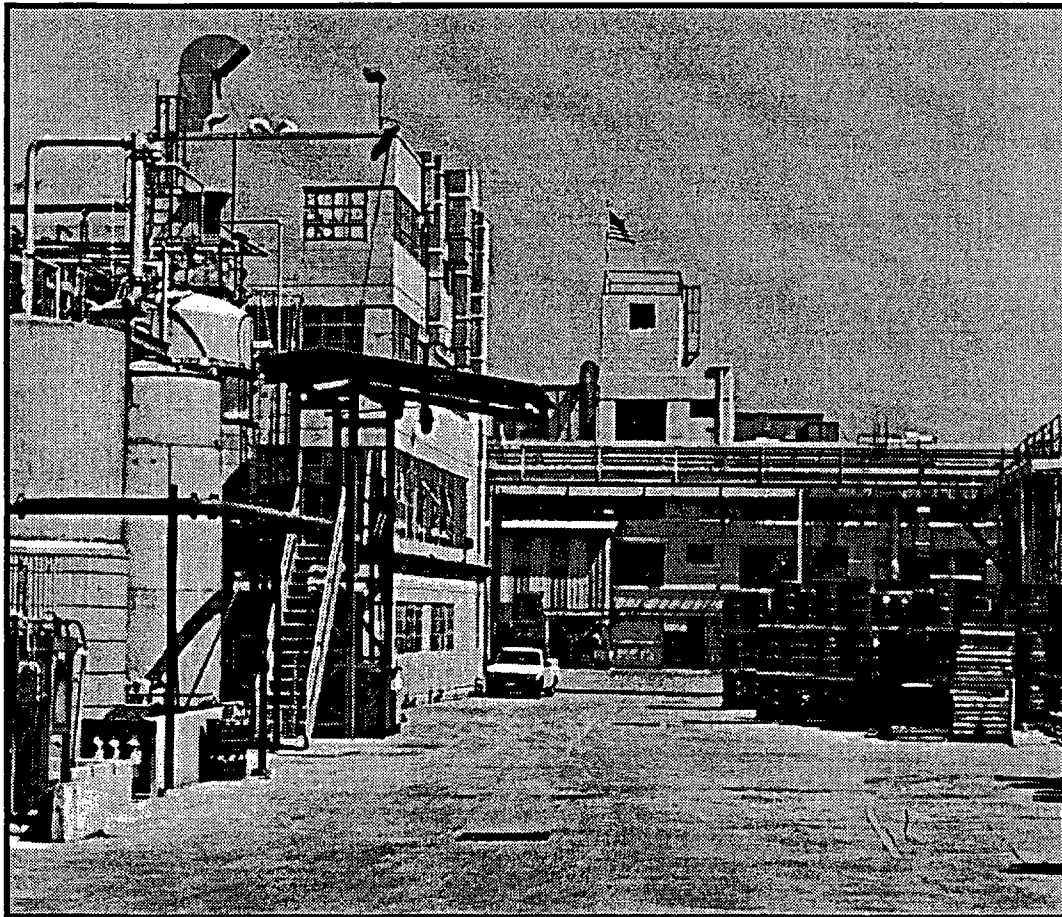
Hazardous materials releases can occur during any of the stages of use of hazardous materials. These stages are: first, hazardous materials of various types are acquired and stored by a business or institution. Secondly, these hazardous materials are used in the production of a (generally) non-hazardous product or provision of a non-hazardous service (e.g. chlorine is used to clean swimming pools). Finally, a typically much smaller quantity of hazardous waste is produced as the outcome of the production/service process. Hazardous wastes represent those portions of hazardous materials not consumed or transformed during the production process.

At present, there is no comprehensive source of current data on the hazardous materials or the hazardous waste stream from Berkeley. City records are not yet adequate to assess the overall level of hazardous materials use in West Berkeley. As of November, 1992, 256 users of hazardous materials in West Berkeley have registered with the City. There may be additional users of hazardous materials who have failed to register. West Berkeley has more hazardous materials users than any other area, but the largest single users in Berkeley are UC Berkeley and Lawrence Berkeley Labs. The users range from gas stations and auto repair shops to foundries and pharmaceutical companies. The City—in the office of Toxics & Emergency Management—is currently assembling a data base on the various hazardous materials used by different companies and institutions.

West Berkeley hazardous materials users are generally found on commercial corridors and in “heavier” industrial areas. San Pablo Ave. has —by preliminary count—some 67 users of hazardous materials/generators of quantities of hazardous waste sufficient to require the filing of a Business Plan. However, these businesses are largely

auto repair shops, whose main waste is small quantities of used oil. The Mixed Use/Light Industrial district—which is the largest non-residential district in West Berkeley—has the largest number of users/generators—95. These businesses are not concentrated—spreading from the Emeryville to the Albany line, from near San Pablo Ave. to the railroad track. Hazardous materials users in this district largely consist of auto repair shops, wholesalers, and light manufacturers. The smaller Manufacturing and Mixed Manufacturing districts have smaller numbers of hazardous materials users—27 and 15 respectively. However, these users tend to be larger and “heavier”, such as foundries, chemical plants, and pharmaceutical plants. Finally, the Mixed Use/Residential district has some 25 hazardous materials users, including auto repair shops, light manufacturers, and wholesalers.

Data on the waste stream is somewhat outdated. The most comprehensive data now available are the 1986 figures contained in the Alameda County Hazardous Waste Management Plan. The Plan indicates that Berkeley generated 6,248 of the 85,107 tons of hazardous waste generated countywide. Thus Berkeley generated slightly over 7% of the County's waste stream, while representing slightly under 9% of the County's population. Berkeley wastes were made up of 3,267 tons of manifested waste, 2,744 tons from small generators, an estimated 160 tons from households, and an estimated 77 tons from tank cleanups. While no data is available for West Berkeley specifically, we may safely assume it provided a major part of the waste stream. Non-West Berkeley contributors include the University of California, Lawrence Berkeley Laboratory, private laboratories, auto repair shops, and gas stations.



The composition of manifested wastes (those wastes shipped offsite) from Berkeley was dominated by "Miscellaneous Waste" (40%) which includes inorganic solids, aged organics, empty containers, photo and lab wastes, household wastes, pharmaceuticals, and asbestos. Soils contaminated by leaks or spills represented 21% of the waste stream. Non-halogenated solvents (solvents whose composition does not include chlorine) accounted for an additional 18% of the manifested waste. The wastes represented a wide range of hazard levels.

Since 1986, source reduction and pollution prevention efforts seem to have reduced the waste stream. One major change is a dramatic reduction in hazardous waste disposal by DeSoto, Inc (now Courtalds). DeSoto's 1,104 tons disposed of in 1986 accounted for 34% of Berkeley's manifested waste stream and 18% of the city's total hazardous waste stream¹.

2. Regulatory Framework

There are over 15 major state, federal, and local laws which regulate the use of hazardous materials and waste in (West) Berkeley. Each has a variety of complex reporting, inspection, and monitoring programming requirements. Virtually any business using hazardous materials in Berkeley is required to submit a Hazardous Materials Management Plan, which contains basic information on the facility, materials used there, and emergency response plans for handling incidents. Risk Management and Prevention Programs, specifying engineered backup safety systems—to protect the community in the event of a primary systems failure, are required for a small number of large scale hazardous materials users. Berkeley's own Disclosure Ordinance also requires users to disclose known carcinogens or reproductive health hazards that they use. Alameda County is preparing to adopt a Hazardous Waste Management Plan, to coordinate and guide hazardous waste management in the County. The City has recently enacted 2 hazardous materials Ordinances—the Ozone Depleting Compounds Ordinance (July, 1989) and the Hazardous Waste Importation Regulation Act (Feb. 1991), and is considering adoption of a Pollution Prevention Act.

C. Biohazardous Materials—Use and disposal

1. Existing Conditions

Biohazardous materials are specific subset of hazardous materials. Biohazardous materials are those with the potential to cause infection and disease. Such materials are used in West Berkeley by "biotechnology" manufacturers, by laboratories, and to lesser extent by medical, dental, and veterinary offices (which are relatively rare in West Berkeley). Biotechnology is a growing industry in the Bay Area, and one which Berkeley is well positioned to capture—thus it may well expand in West Berkeley in the years ahead.

¹ The prominence of DeSoto reflected a Countywide pattern. In 1986, 12 manifestors (or .01% of all manifestors)—DeSoto and 11 non-Berkeley establishments—created 13,257 tons of waste, or 20% of the Countywide manifested waste stream.

2. Regulatory Framework

The use and disposal of biohazardous materials is regulated by a very extensive network of state, federal, and local law. The National Institutes of Health (NIH) has developed Guidelines for use of recombinant DNA. One of the requirements of the Guidelines is establishment of an Institutional Biosafety Committee at each site using DNA. The manufacture of pharmaceuticals intended for human use is regulated by the Food and Drug Administration (FDA). The FDA not only inspects the final product, but inspects manufacturing facilities to insure that they follow Current Good Manufacturing Practices. (Bio) hazardous waste generation and management are regulated by state statutes such as the California Hazardous Waste Control Law. The City has been restructuring its regulation of biohazards. A former City Ordinance, now repealed, dealt solely with recombinant DNA, and required public hearings to use it. Current City law is much broader and includes disclosure requirements for such items as the use of biosafety level 2 and 3 organisms, safety and health information for emergency responders, and certification of compliance with safe laboratory practices.

Miles, Inc. is the largest biotech company in Berkeley. The Development Agreement which they recently signed with the City (which will allow them to pursue a 30 year development program) contains a number of measures to both reduce the risk of biologically hazardous material, and to increase community awareness about the topic. Miles' Waste Reduction program applies to biohazardous material as well as other hazardous material, a requirement which goes beyond current California law. Similarly, Miles' Risk Communication program incorporates material about biohazards as well as "conventional" hazardous material.

The State of California adopted the 1991 Medical Waste Management Act. The Act regulates the generation, transportation, disposal, and treatment of medical wastes. Medical waste generators include medical and dental offices, clinics, hospitals, laboratories of all types, veterinary treatment facilities, and pet shops. The state's expectation was that local "Administering Agencies" such as the City of Berkeley would administer the Act's regulations. However, upon reviewing the costs of administration and the state's proposed fee structure, the City decided not to assume responsibility for the program. This decision was also made by a majority of the other administering agencies in the state.

D. Soil and Groundwater Contamination

1. Existing Conditions

Soil and groundwater contamination can occur if hazardous materials (or biohazardous materials) are not handled safely. Such contamination can be caused by incidents, such as a spill of materials. It can also result from losses of material during operation of a facility. Leaks from underground tanks have been a particularly common source of contamination. Typically, contamination is a site by site issue, but if contaminants have leaked into the groundwater there can be "plumes" of contaminants to neighboring properties. Soil and groundwater contamination is more dispersed throughout Berkeley than some other environmental problems. Of the properties in Berkeley

known to have experienced underground tank leaks, less than half are in West Berkeley. These leaks occurred at a great variety of types of uses—manufacturers, gas stations, auto repair facilities, private and University-related laboratories, apartment buildings (out of heating fuel tanks), and other types of sites.

2. Regulatory Framework

Like other environmental arenas, soil and groundwater contamination is subject to both state and local regulation. The California Health and Safety Code sets out the basic requirements that all underground tanks be registered, that permits be obtained before they are installed, and that they meet construction and operating standards. The Uniform Fire Code—which the City of Berkeley adopts as its own Fire Code—also includes provisions concerning fire safe fuel storage and tank installation. The Regional Water Quality Control Board is responsible for monitoring the cleanup of hazardous materials that have contaminated groundwater. The State Department of Health Services is responsible for approving soil remediation goals, and thus has overlapping jurisdiction with the Regional Board. Once contamination is detected, soils and groundwater must be remediated before sites can be released for further use.

The City's Toxics and Pollution Prevention Program acts as lead agency and administering agency for the Regional Board, and therefore oversees granting of permits, monitoring of conditions, tank removal, and release investigations. However, closure—regulatory signoff than work is completed—on sites with hazardous wastes is handled by Alameda County rather than the City of Berkeley.

E. Air Quality

1. Existing Conditions

While environmental problems related to hazardous materials are site specific, air quality problems tend to spread across multiple sites. Depending on the source of air pollutants, and the particular pollutant being emitted, the problem may spread over a greater or lesser area. Unlike some parts of the Bay Area, air quality in Berkeley meets clean air standards almost every day of the year.

Transportation is the greatest source of air quality problems in the Bay Area. Over half of the background concentration of toxic air contaminants in the Bay Area comes from motor vehicles (cars, trucks, and other vehicles). Motor vehicle emissions account for 83% of ambient carbon monoxide, 43% of human-caused reactive organic gases (gases which react with nitrogen oxide in sunlight to form dangerous low level ozone), and 56% of nitrogen oxides. The remainder come from a variety of stationary sources, notably fuel combustion by utilities, manufacturers, and households. Use of paints, solvents, and chemicals, in manufacturing, business, and household situations also contributes. The most severe problem in the Bay Area (although relatively mild by large metropolitan area standards) is ozone in photochemical smog. Particulate matter has also become an increasing concern. West Berkeley's foremost local air pollution problem—likely to get worse with worsening traffic conditions—is Interstate 80. There are also other major roads and some major manufacturers contributing to pollution problems.



2. Regulatory Framework

Authority to regulate air pollution descends from the federal government to the state government to regional agencies. In California, the California Air Resources Board coordinates and oversees both the Federal and State air pollution control programs. These are implemented through regional districts. In West Berkeley, the Bay Area Air Quality Management District (BAAQMD) is responsible for both air quality planning and enforcement. The District has recently adopted a Clean Air Plan which includes a number of Transportation Control Measures and controls on stationary sources in an effort to bring the Bay Area as close as possible to 100% attainment of state pollution standards. Specifically, the Plan seeks to reduce per capita exposure to pollutant levels above the state standards by 50% by 1994 and by 75% by 1997 (it should be noted that inland valleys, San Jose, and Vallejo are more likely to have excessive pollutant levels than the East Bay). For air emissions compliance, the District has a full-time Berkeley inspector, and the Toxics Program maintains a reciprocal referral and monitoring system with BAAQMD for responding to air quality complaints.¹

BAAQMD has enacted on a regulation which would require every employer of over 100 people in the region to develop measures to increase "Average Vehicle Ridership"—to increase the number of people who commute by transit, carpool, bicycle, and other "alternative" means. The City could accept "delegation" of authority from BAAQMD to implement this Program, but has chosen not to do so at this time. The City's Trip Reduction Ordinance complements this regulation. It requires—among other provisions—that employers designate a commute coordinator and provide information about alternatives to driving alone to their employees (see the Transportation Element)

¹In addition, at this time—October, 1993—the Mayor of Berkeley, Loni Hancock, sits on the Air Quality District Board.

F. Noise

1. Existing Conditions

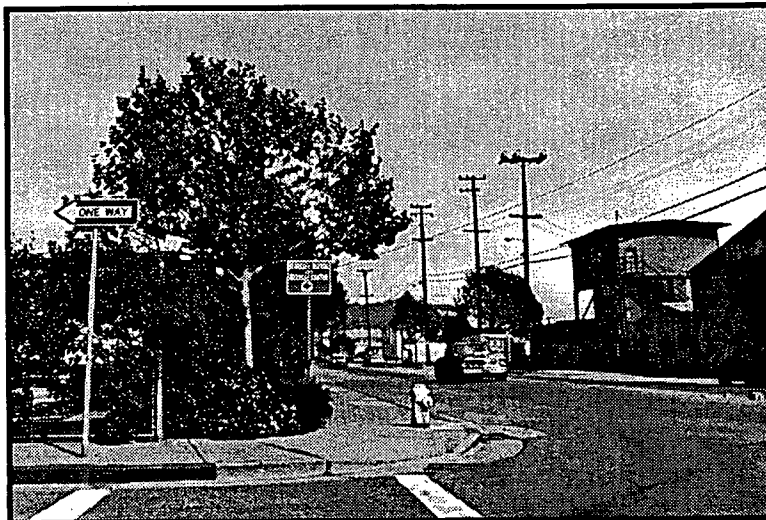
Like air quality, noise is a problem of contamination of the ambient environment, in this case by excessively loud sound. Noise can be a problem in the outdoor environment, for those who work and/or play there. Noise can also enter the indoor environment, although some measures can be taken to reduce noise impacts on indoor places.

According to environmental studies, the primary source of noise in West Berkeley is auto and truck traffic on major roads. Typically, this noise will most impact the first row of buildings along the street, which attenuate (lessen) the impact for people in buildings behind them. However, a major highway like I-80 has literally far-reaching noise impacts. Another noise source is the Southern Pacific railroad line, which currently accommodates some 36 trains per day (2 direction total). A secondary noise source is from various industrial operations.

Noise is difficult to measure, because it not only varies from place to place, but also from time to time. The *West Berkeley Plan* Environmental Impact Report projects noise contours—areas where overall noise levels are likely to exceed 60 decibels. 60 decibels is the level the 1977 *Master Plan* sets as a generally acceptable level. The EIR indicates that noise is likely to be higher on major travel corridors, and generally from 4th St. west, due to the impact of freeway noise. Aquatic Park is one of the more heavily noise-impacted sites in Berkeley, although this should improve somewhat with the construction of soundwall along I-80 near the park.

2. Regulatory Framework

Noise is one of the few environmental areas where regulation is almost completely local. The City's Noise Ordinance—last amended in 1982—sets limits for permissible noise levels during the day and night according to the zoning of an area. Residential zones have quieter standards than industrial or commercial zones, but the Ordinance does not recognize residents living in non-residential zones. However, if ambient noise—the general level of noise in an area—exceeds the standard, that ambient noise level becomes the allowable noise level. The Ordinance is widely viewed as both inadequate and hard to enforce, therefore the Health Department is in the process of documenting the current state of Berkeley noise problems as a prelude to revising the Noise Ordinance.



III. GOALS AND POLICIES

A. Community Awareness and the Regulatory Process

Goal 1:

Improve the efficiency, coordination and effectiveness of environmental review and regulation, and provide recognition and reward to firms which exceed environmental standards.

Rationale:

The West Berkeley community—residents, businesses, environmentalists and others—seek to improve the existing local environmental review and regulation process. All parties seek a more “transparent” and understandable process. Environmentalists seek to assure that environmental information will be accessible, that there will be citizen participation in the policy-making process, and that any new users of hazardous materials will be carefully reviewed. Businesses seek to assure that regulation will not be so onerous as to threaten business viability, and that regulatory requirements are not duplicated or conflicting. All sectors of the community recognize the need to improve preparedness for environmental emergency, compliance with environmental law, enforcement, and clean up efforts. They also acknowledge the value of recognizing and rewarding those firms which exceed environmental standards or otherwise undertake extraordinary environmental efforts.

Policies

- 1.1 Provide environmental information which is accessible to the community and in a central location, through a coordinated staff effort.
- 1.2 Coordinate environmental regulation, both within the City of Berkeley, and with County, regional, state, and federal agencies, to avoid duplicative and unnecessary efforts by regulators and businesses, while meeting environmental standards.
- 1.3 Increase¹ citizen participation in environmental policymaking, in coordination with City staff programs.
- 1.4 Increase preparedness for environmental emergencies, utilizing existing neighborhood organizations and watch groups, as well as other resources.
- 1.5 Retrofit seismically unsafe buildings.
- 1.6 Avoid the establishment of new uses which pose unmitigable environmental hazards (see Permitted and Prohibited Uses in Land Use Element).
- 1.7 Require new uses to demonstrate an ability to meet applicable environmental laws and standards.

¹In this document, the terms “increase”, “reduce,” or “enhance” mean (unless otherwise specified) increase, reduce, etc. from 1990-91 levels.

1.8 Enforce new and existing environmental laws in coordination with non-City regulatory agencies.

1.9 Assist existing manufacturers (and other businesses and institutions) to achieve compliance with environmental standards.

1.10 Require businesses which close or leave Berkeley to clean up contaminated sites, as mandated by State law.

1.11 Recognize and reward those companies which exceed City of Berkeley or regional environmental standards, or undertake other extraordinary environmental efforts.

B. Hazardous Materials

Goal 2:

Reduce the generation of, importing importing into West Berkeley, transportation, use, storage, and disposal of all hazardous material/hazardous waste.

Rationale:

It is in the interest of all West Berkeley stakeholders to see that the transport, use, and disposal of hazardous materials is minimized. Recognizing this, an increasing number of West Berkeley industries have indeed sought to minimize or eliminate the use of hazardous materials, or to use materials with a lower level of hazard. They have done so because it is increasingly expensive to handle and dispose of hazardous waste, and because there is an increasing market for products produced in an environmentally sound manner. Nevertheless, there are many firms and research organizations—large and small—which still must use hazardous materials for producing goods or providing services. Although on a much smaller scale, ordinary households use hazardous materials. Given these realities, and given the close proximity of industrial, laboratory, and residential uses in West Berkeley, the effective regulation of hazardous materials and waste is critical.

Policies

2.1 Reduce to the greatest feasible extent the amount and/or hazard intensity of hazardous materials and hazardous waste imported into West Berkeley, transported through West Berkeley, used or stored in West Berkeley and disposed of by West Berkeley businesses, institutions, and households.

2.2 Promote risk management and communication

2.3 Promote hazardous waste reduction and recycling

C. Biohazardous Materials

Goal 3:

Assure that biohazardous materials are appropriately regulated, by the City or other agencies.

Rationale:

Biohazardous materials—even more than other environmental problems—are regulated by complex network of agencies at various levels of government. The City should work to assure both that regulation covers important issues, and that businesses are not subject to unnecessary and repetitive regulation.

Policies:

3.1 Implement the City's new biohazards amendments to the Hazardous Materials Disclosure Ordinance

3.2 Coordinate City regulatory action with other agencies.

D. Soil and Groundwater Contamination

Goal 4:

Decrease the level of contamination in West Berkeley soils and groundwater.

Rationale:

The degree to which soils and groundwater in West Berkeley are contaminated is not fully understood at present. Unfortunately, there have been cases of contamination, the apparent result of decades when industrial, commercial, and even residential environmental practices were less than careful. Nonetheless, increased disclosure requirements, inspections, and enforcement efforts can both provide information about conditions and improve the conditions.

Policies

4.1 Increase contaminated site clean up efforts

E. Air Quality

Goal 5:

Enhance air quality in West Berkeley

Rationale:

Air quality in the East Bay (as measured by state standards) has been generally good in recent years. Nevertheless, the I-80 Freeway, and to a lesser extent industrial sources, continue to be significant sources of air pollution. Some air emissions are actually

or potentially hazardous to health, while others are not, but result in unpleasant odors. By working— along with the Bay Area Air Quality Management District—for trip reduction, and improvements in industrial emissions, air quality in West Berkeley can continue to improve.

Policies

5.1 Improve communication and coordinate responsibilities for assistance, enforcement, and complaint response with the BAAQMD.

5.2 Reduce existing traffic and adequately mitigate the impact of future traffic (see Transportation Element)

5.3 Regulate the use of ozone depleting compounds.

5.4 Promote risk management and communication practices.

5.5 Reduce the importing, transportation, use and storage of materials which will become airborne hazardous waste.

5.6 Avoid the establishment of new uses which would create unmitigable odors in residential districts.

5.7 Institute tree planting as an anti-pollution measure (see Physical Form Element for Implementation Measures)

F. Noise

Goal 6:

Reduce irritating noise by mitigating existing noise conflicts and preventing the development of future noise conflicts.

Rationale:

There are many quiet times in West Berkeley, yet the area is also often subject to freeway and highway noise, railroad noise, and industrial noise, along with other ambient urban noise. However, there are many measures which can be taken to reduce the amount that noise impinges on “sensitive receptors” such as residents. Separating industrial and residential uses to prevent the creation of additional noise conflicts.

Policies

6.1 To the extent feasible, separate noise emitters from sensitive receptors (see Buffer Standards in Land Use Element.)

6.2 Develop performance standards for new uses (see Performance Standards in Land Use Element).

6.3 Investigate problem noise sources and develop appropriate solutions through negotiation or enforcement.

6.4 Regulate truck circulation. (see Transportation Element for Implementation Measures)

6.5 Construct sound walls around freeways where feasible.

Goal 7:

Support and increase the recycling of a broad range of materials.

Rationale:

Berkeley has historically been a leader in recycling activity, and West Berkeley has historically been a location for recycling businesses. Recycling of discarded materials such as glass, paper, metals, plant debris, and construction materials is more important than ever, to help us towards a sustainable economy, to help preserve resources, and to fulfill local, State, and Federal mandates.

These issues are discussed in detail in the Source Reduction and Reduction Element, by the City to fulfill the requirements of the California Integrated Waste Management Act of 1989 and subsequent amendments.

West Berkeley is the Berkeley portion of the Oakland-Berkeley Recycled Materials Development Zone (RMDZ), a state designated zone where businesses are encouraged and assisted to use recycled materials in producing products. In this way, recycling of materials can support the goals of the Plan to retain and attract manufacturers.

Policies:

7.1 Support the growth of businesses using recycled materials in the West Berkeley RMDZ. Assist existing manufacturers and other businesses to convert to recycled materials in their production processes, and attract new businesses that use recycled materials.

7.2 To the extent feasible, and consistent with other land use goals, provide locations for recycling businesses in West Berkeley.

7.3 Implement citywide recycling programs in West Berkeley.

7.4 Encourage local businesses to use products — especially locally-made products — made from recycled materials, such as packaging, office supplies, and construction and landscaping materials.

IV. IMPLEMENTATION MEASURES

A. Implementation Programs

General Programs:

1. Centralize and coordinate environmental information—using measures such as an improved software program—through the Emergency & Toxics Management Office, Office of Special Community Services. This will provide Community Right to Know information.

Goals and Policies Implemented: Goal 1, Policy 1

Responsibility: Emergency & Toxics Management Office

Funding/Status: Ongoing operations

2. Develop and implement work program for the Community Environmental Advisory Commission.

Goals and Policies Implemented: Goal 1, Policy 3

Responsibility: Emergency & Toxics Management Office

Funding/Status: Ongoing operations

Hazardous and Biohazardous Materials Programs

3. Revise and resubmit to state Citywide Chemical Emergency Response Plan.

Goals and Policies Implemented: Goal 1, Policy 4

Responsibility: Toxics & Pollution Prevention Program

Funding/Status: 1991-92 Work Program—Completed

4. Provide risk management and communication program assistance to manufacturers and other businesses.

Goals and Policies Implemented: Goal 2, Policy 2

Responsibility: Emergency & Toxics Management Office

Funding/Status: Ongoing operations

5. Work with businesses to improve existing odor problems.

Goals and Policies Implemented: Goal 5

Responsibility: Emergency & Toxics Management Office; Community Development Department

Funding/Status: Ongoing operations

Air Quality Programs

6. Continue to review new and expanded uses for odorous potential.

Goals and Policies Implemented: Goal 5, Policy 6

Responsibility: City Planning Department

Funding/Status: Ongoing City operations, project applicants fees.

Recycling Programs

7. Provide assistance to businesses through the Recycling Market Development Zone (RMDZ)

Goals and Policies Implemented: Goal 7, Policies 1-4

Responsibility: RMDZ Program (jointly funded by Cities of Oakland and Berkeley)

Funding/Status: Ongoing Implementation

B. Projects

1. Map source sites and groundwater contamination plumes.

Goals and Policies Implemented: Goal 3, Policy 2

Responsibility: Emergency & Toxics Management Office

Funding/Status: 1994-95 Work Program

2. Construct acoustic berm along western edge of Aquatic Park, as recommended in Aquatic Park Master Plan.

Goals and Policies Implemented: Goal 6, Policy 5

Responsibility: Public Works Department (Parks/Marina Division)

Funding/Status: Caltrans to fund, design not yet finalized

C. Ordinance and Regulatory Changes to Implement Element

Hazardous Materials Ordinances

1. Implement 1991 Hazardous Material Importation Regulation Act.

Goals and Policies Implemented: Goal 2, Policy 1

Responsibility: Emergency & Toxics Management Office

Funding/Status: Ongoing operations—to be reviewed in *Hazardous Waste Management Plan*

2. Create a hazard ranking system for use in charging fees and evaluating Use Permits

Goals and Policies Implemented: Goal 1, Goal 2; Policies 1.2, 1.6, 1.7, 2.1,2.2

Responsibility: Emergency & Toxics Management Office

Funding/Status: To be developed in Fiscal Year 1993-94, in conjunction with rezoning of West Berkeley

3. Develop and implement standard Use Permit conditions for hazardous waste hauling in West Berkeley.

Goals and Policies Implemented: Goal 2, Policy 1

Responsibility: City Planning Department, Emergency & Toxics Management Office, Public Works Department (Traffic Engineer)

Funding/Status: Will be developed with Hazard Ranking System

4. Adopt requirement for pollution prevention planning (proposed in the Petris bill) to reduce hazardous waste generation and encourage hazardous waste recycling.

Goals and Policies Implemented: Goal 2, Policy 1

Responsibility: Emergency & Toxics Management Office

Funding/Status: Business/Generator fees (potential)

Soil and Groundwater Ordinances and Regulations

5. Implement Non-Point Discharge Program which regulates runoff of water into storm sewers and Bay.

Goals and Policies Implemented: Goal 3, Policy 1

Responsibility: Public Works (Engineering) with Emergency & Toxics Management Office

Funding/Status: Being implemented using business Fees

Air Quality Ordinances and Regulations

6. Work with Bay Area Air Quality Management District to assure that BAAQMD Clean Air Plan Transportation Control Measures and Stationary Source Control Measures are implemented in a fair and effective manner.

Goals and Policies Implemented: Goal 5, Policies 1,2

Responsibility: City Planning Department, with Community Development Department

Funding/Status: Ongoing operations.

7. Implement ozone depletion Ordinance through preparation of self-enforcement and waiver materials.

Goals and Policies Implemented: Goal 5, Policy 3

Responsibility: Emergency & Toxics Management Office

Funding/Status: Implementation Program submittal to Council 2/92—numerous CFC inspections already conducted.

Noise Ordinances

8. Revision of Noise Ordinance

Goals and Policies Implemented: Goal 6, Policies 1 and 2

Responsibility: Health & Human Services Dept.

Funding/Status: To be completed mid-1994

9. Improve the consideration of noise in Use Permit decisions— particularly for new residential or industrial uses—by measures such as performance standards, standard Use Permit conditions, or other appropriate mechanisms.

Goals and Policies Implemented: Goal 6, Policy 2

Responsibility: City Planning Department

Funding/Status: To be included in rezoning of West Berkeley

D. Studies

General Studies

1. Review benefits and drawbacks, including potential to jeopardize companies' existence (see Economic Development Element, Policy 1.1) in Berkeley, from requirements for increased public notification for environmental review, particularly when related to hazardous materials.

Goals and Policies Implemented: Goal 1, Policies 2,3

Responsibility: Emergency & Toxics Management Office with City Planning Department

Funding/Status: Source not yet identified

2. Study possibility of extending tax credits or other incentives for pollution prevention, source and toxic use reduction.

Goals and Policies Implemented: Goal 1, Policies 9,11

Responsibility: Emergency & Toxics Management Office with Community Development Dept.

Funding/Status: Source not yet determined

Hazardous Materials Studies

3. Research more comprehensive Hazardous Materials Transportation Ordinance, to extend regulation beyond BART right-of-way.

Goals and Policies Implemented: Goal 2, Policy 1

Responsibility: Fire Department, with City Planning Department, Public Works Department (Traffic /Engineer)

Funding/Status: Source not yet identified

4. Research a mandatory commercial hazardous waste recycling Ordinance, including costs to Berkeley businesses and effects on their competitiveness.

Goals and Policies Implemented: Goal 2, Policy 3

Responsibility: Toxics and Pollution Prevention Program

Funding/Status: Source not yet identified

Noise Studies

5. Identify sources of night noise, and develop appropriate mitigations when possible.

Goals and Policies Implemented: Goal 6, Policy 3

Responsibility: Health & Human Services Dept. with City Planning Dept., Community Development Department

Funding/Status: Source not yet identified

4

PHYSICAL FORM

I. STRATEGIC STATEMENT

West Berkeley is a unique urban environment within Berkeley (and indeed the East Bay). West Berkeley's built environment encompasses Berkeley's widest range of building and site types—from massive "heavy" industries to single family houses on small lots. It encompasses an equally wide range of building dates—from the 1870's to the 1990's—the result of a virtually continuous process of building and rebuilding. West Berkeley's built form is the product of decades of additions and subtractions, not of the vision of single developer. This incrementally achieved richness should be conserved and improved as West Berkeley continues to evolve.

West Berkeley is home to striking industrial architecture, historic Victorian homes, and urbane new commercial buildings, as well as purely utilitarian structures and highway-oriented "strips". Industrial West Berkeley's bold forms and sharp edges communicate a message of motion and machine force. Large low buildings on large sites give a valuable sense of (relative) openness in industrial areas. By contrast, the dense weave of smaller structures in mixed use areas convey the sense of a busy workshop. The parks of West Berkeley—despite their deficiencies—are key open spaces softening the environment.

The *West Berkeley Plan's* design and physical form policies accept and celebrate this diversity of form and use, while recognizing that design can be improved within any given use type and geographic area. On the physical level, the Plan seeks to integrate historic preservation and urban design policies, not treat the two as separate issue areas. On the functional level, the Plan's and the Element's policies seek to continue and accentuate West Berkeley's history as a successful multi-ethnic, multiracial, industrially-based community. The *West Berkeley Plan's* design and historic policies and programs thus seek to preserve the historic and urban character of West Berkeley in the context of—not in opposition to—its land use and economic development goals. The Plan's premise is that the character of West Berkeley is the product of West Berkeley's buildings and landscapes, the activities carried on in and around the buildings and landscapes, and the people who live and work here. Thus, the whole Plan—not just this Element is broadly



“preservationist,” and clearly in contrast with the development path some Bay Area communities have chosen.

Yet West Berkeley’s urban landscape can be made better—more welcoming of walkers and bicyclists, more gentle with trees and landscaping. The area does suffer from certain problems in the built environment—from pedestrian-unfriendly commercial areas, from unmarked gateways to the area which weaken its sense of place, from overly harsh transitions between different types of areas, and from underutilized parks. Moreover, while the great majority of West Berkeley buildings will remain over the course of the Plan period, some new ones will be added, and some old ones subtracted, and these changes must be integrated as much as possible into the West Berkeley urban environment. These Plan policies therefore seek to further define and develop the urban form of all parts of West Berkeley, to highlight West Berkeley’s historic character, revitalize its parks, organize its commercial corridors, intensify the use of commercial nodes while making them more pleasant for pedestrians, and to improve the design of new industrial, commercial, and residential buildings.

II. BACKGROUND

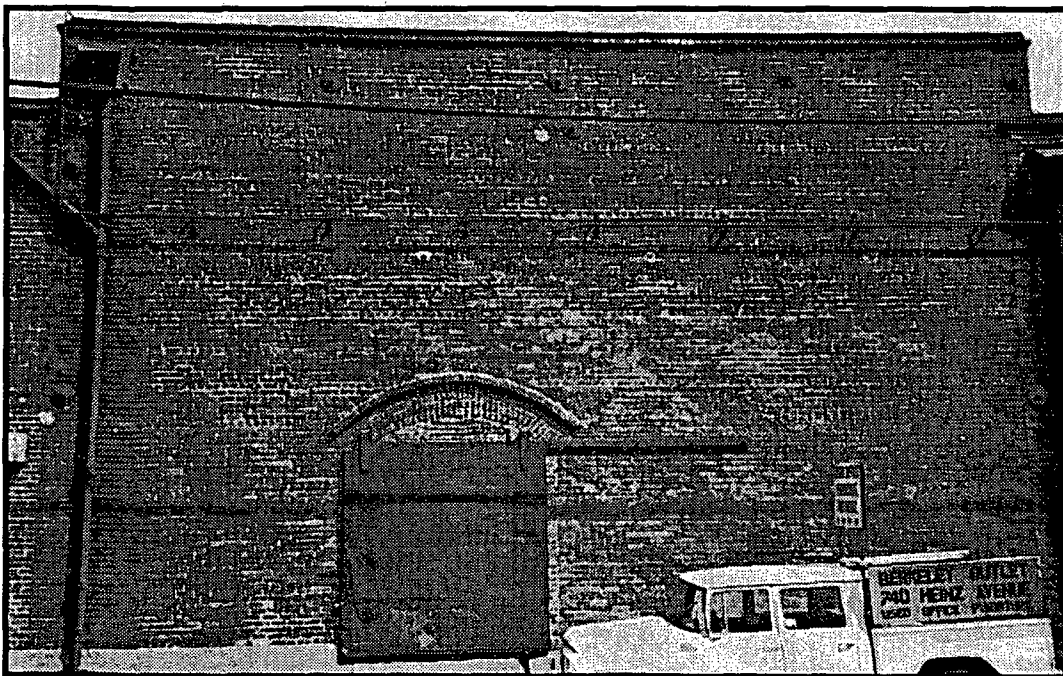
A. West Berkeley's History

West Berkeley's history is intertwined with, yet clearly a quite distinct part of, the broader history of Berkeley in the Bay Area. West Berkeley originated as the community of Ocean View, separated by miles of fields from the Campus-based community of "Berkeley." Oceanview and then West Berkeley was a working class community whose residents held jobs in local factories, while "uptown" Berkeley was dominated by academics and professionals. By the end of the 19th century, West Berkeley was a predominantly immigrant community, but native born Whites dominated most of the rest of Berkeley until World War II. Even today, the residents, jobs, and buildings of West Berkeley are distinctive within Berkeley. Thus West Berkeley's history demonstrates both tension with and participation in the broader city of Berkeley.

The periods of West Berkeley's history and development might very roughly be divided into 6 major periods:

- 1) 1853-1878—Pre-incorporation—Initial Settlement of Ocean View
- 2) 1878-1906—"Nineteenth Century" Development;
- 3) 1906-1941—Twentieth Century Growth;
- 4) 1941-1945—World War II Boom
- 5) 1946-1978—Post-War Stability and Decline;
- 6) 1979-___ Contemporary Restructuring and Resurgence

This section will outline key social, political, and architectural developments in each period.



1. 1853-1878—Pre-Incorporation—Initial Settlement of Ocean View

San Francisco was already an “instant city” of at least 50,000, and Oakland a budding town when Oceanview’s first American settlers arrived in 1853. Jacob’s Wharf, established in 1853 near the foot of Delaware St. was the port of entry into the community. It was quickly followed by an inn, a grocery store, and a school (at the Franklin School site). Ocean View in this period developed primarily in the area between (current) Delaware St. and University Ave. It served as an agricultural and industrial (and commercial) center, supplying San Francisco and Oakland. In 1860, the area reported 69 residents, most of them working on area farms. By 1874, there was a horsedrawn stage connecting Ocean View and Berkeley.

Ocean View was also an industrial center virtually from its beginning. The first factory—the Pioneer Starch and Grist Mill—opened in 1855. It would be joined by enterprises such as a soap plant and a gunpowder maker. Industrial development got further boosts with the 1876 development of a “shoreline railroad” (the current SP mainline) and of gas mains in 1877 (well before central Berkeley got this service).

Few structures from this era remain. One which does is Higgins’ Grocery at 834 Delaware—a simple 2 story redwood building which originally served as both inn and grocery store. The storefront now occupied by the Carpet Center (875 University) dates from an 1875 commercial development.



2. 1878-1906—“Nineteenth Century” Development

Oceanview’s decision in 1878 to jointly incorporate as a city with Campus-based Berkeley (which was also then unincorporated) would profoundly shape its history. It



may seem odd that Ocean View chose to incorporate with another community with clearly different residents some 2 miles away. In the 1870's—before electric trolleys or automobiles linked the two areas the separation was substantial. The communities decided to join forces in part because they both feared being absorbed into Oakland, which was seeking to annex the area. Community leaders also sought improved water service, sewers, and law enforcement. However, the joint incorporation initiated an era in which East and West Berkeley fought over how taxes should be levied and used, where City Hall should be located, and to what extent alcohol should be regulated. East Berkeleyans attempted to impose local prohibition on Berkeley in 1899, and were successful in doing so in 1909 (ultimately the prohibition grew so stringent that Oakland grocery stores could not deliver alcohol to Berkeley customers). The City Hall building, for example, was physically moved several times until settling in its current Downtown location, considered to be “neutral” territory between East and West.

West Berkeley's economic development accelerated in this period, as its industrial life came increasingly to overshadow (but not completely eliminate) its agricultural life. Improved transportation was a significant factor—the building of a railroad station in 1878 at Delaware St. (which would later be joined by Corbin Station north of Gilman) was an important stimulus. Even more important was the 1891 opening of an electric trolley line on San Pablo Ave., followed by a line on 9th St. (the reason for that street's great width). 1891 also saw the inauguration of trolley service on University Ave., but east-west routes were never as important to West Berkeley as north-south ones. New and expanded enterprises included a lumber yard with a pier 1/3 of a mile long for shipping lumber, the Manassee Tannery, and a cement works. By the end of the period, Cutter Labs and California Ink (now Flint Ink) had begun to establish their manufacturing on their current sites. A very few other West Berkeley businesses can trace their origins to this era—Spenger's began frying fish (at its current location) in the late 1880's.

West Berkeley's population grew with its economy. By 1900, the area's population had reached 1,544, or about 12% of the city's 13,000+ population (West Berkeley today represents 7% of Berkeley's population). In that year, for the first time, a majority of the West Berkeley population was foreign born—including Finns, other Scandinavians, and Germans. Just as today West Berkeley has the city's most diverse population, it was in the late 19th and early 20th Century the center of the foreign-born population.

Incorporation was thus followed by both residential and industrial growth. In 1874, the Berkeley Land Title and Improvement Association was formed to sell lots in West Berkeley, but the promotion had little success until 1878. But the succeeding years saw a proliferation of Victorian cottages, as well as a few grander structures. One modest cottage is the Italianite 2105 5th, erected in 1886. Twin to its southerly neighbor, in the 1890's it housed Thomas F. Dowd, an English immigrant framemaker and Berkeley town trustee from the 6th Ward. 5th St., 6th St., and the block of Delaware between 5th and 6th are particularly rich in homes from this era. Perhaps the grandest structure of the era is the currently abandoned Niehaus House at 7th & Channing. Built in 1889 on a lot originally incorporating a full block, the flamboyant woodwork advertised the products of Niehaus' planing mill a few blocks away. The late 19th Century also generated the Gothic spires of St. Procopius' Church at 8th & Hearst, and Church of the Good Shepherd at 9th & Hearst. Changing technological needs has all but eliminated factory buildings from the period, although there are some remaining portions from California Ink's original plant.

3. 1906-1941: 20th Century Growth

West Berkeley became an integral industrial and residential part of the Bay Area metropolis in the early 20th Century. As noted above, the early 20th Century saw growth in West Berkeley even before the 1906 earthquake. Expanding industries were relocating from San Francisco to the East Bay shore, with Standard Oil's development of a "new town" of Richmond being the most spectacular example. But the 1906 San Francisco earthquake and fire spurred greatly accelerated economic and population growth. Berkeley's population more than tripled between 1900 and 1910, from approximately 13,000 to some 40,000, making it one of the fastest growing cities in the country (no



Physical Form Element

separate figures are available for West Berkeley, but numerous houses were built here in this period). Berkeley was the region's booming fringe suburb. Over 30 factories were constructed in Berkeley in the 3 months after the earthquake (Macaulay Foundry is one example). The Census of Manufactures found 84 factories in 1909.

Rapid although somewhat slowed growth continued between 1910 and 1930. Berkeley's population doubled again by 1930 to 82,000, when West Berkeley reached 5,900. By 1929, there were 173 manufacturers with some 3,400 production workers (the available employment statistic). It was in this era that national manufacturers such as Colgate, Heinz, and Durkee Foods established their California branches in Berkeley (earlier firms were usually locally based).

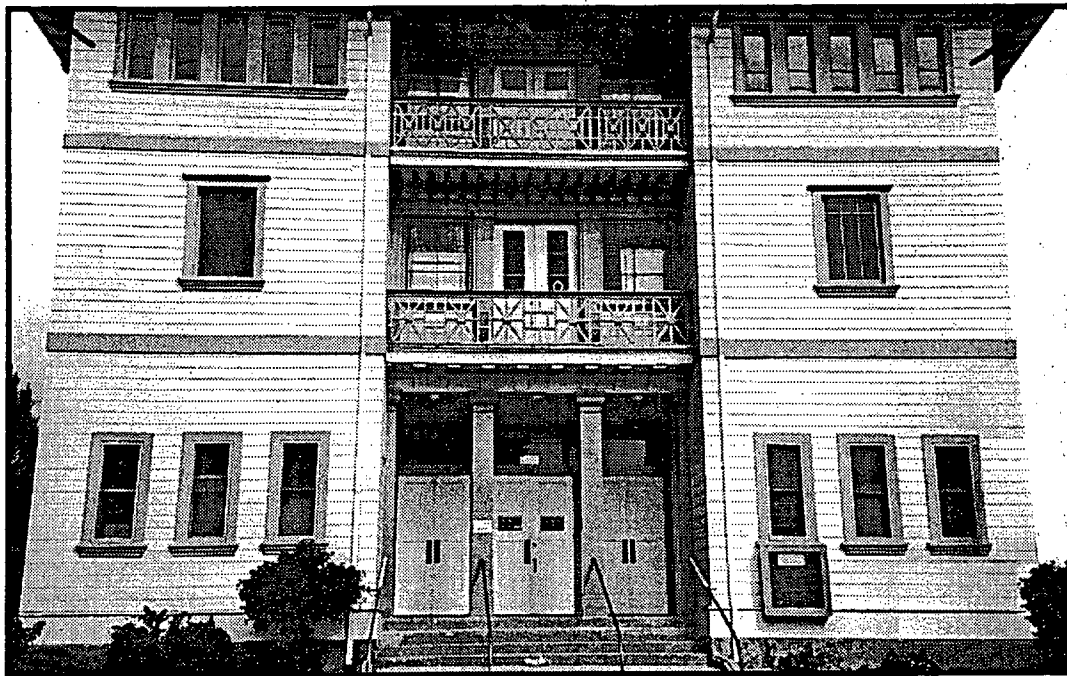
Many of the buildings of this era remain today. The added factories filled what was then the waterfront (well east of today's shoreline) and blocks along railroad tracks and spurs. The Pfister Knitting (1906), Kawneer (1913), and Heinz Buildings (1929) are all landmark-designated examples of the industrial growth of the era. The area west of 7th St. between Dwight and Heinz—the Plan's Mixed Manufacturing District—was first developed in this era as “an early industrial park”. Although residential growth was somewhat scattered, and not in large scale tracts, 1900-1910 saw substantial development in the University-Dwight and Grayson-Heinz areas. By the 1920's homebuilding had moved north and become more systematic—19 of the 25 houses on assessor's block 2125 (9th-10th, Virginia-Cedar) were built between 1919 and 1928. Hundreds of these “workingmen's homes” from these decades survive in West Berkeley, forming the fabric of most of residential West Berkeley. 2515-27 10th St., for example, is an intact group of “Mission cottages” built between 1925 and 1935. Yet not all were owner-occupied: the 1940 Census found virtually an even split between owners and renters in West Berkeley.

Socially, West Berkeley was dominated by White working class immigrants, but not by any one nationality. Over time, Italians and Mexicans (counted as White in the 1940 Census) joined the Finns and Northern Europeans who dominated earlier. However, the Non-White population in 1940 was less than 3% of West Berkeley's total.

Some of the Finns gathered at Finn Hall at 1819 10th St., later known as Finnish Comrades Hall, after non-communist Finns split and established another hall. Others worshipped at the Finnish Evangelical Lutheran Church on Channing between 8th and 9th. Another kind of gathering place were the backyard public saunas which some Finns established in this pre-zoning era. Finns would later play an important role in founding the Berkeley Coop grocery.

Yet while all parts of Berkeley benefited (in that era's perception) from growth, political issues remained between West and East Berkeley. West Berkeley made a serious, though unsuccessful attempt to secede from Berkeley in 1908. One major reason for the effort was its incorporation in the “reform” City Charter of 1909 of a complete prohibition on bars and alcohol sales in Berkeley, more than a decade before national prohibition. The new Charter also replaced 7 ward representatives on the City Council with 5 at large ones. Even as the Charter was approved by voters Citywide, West Berkeleyans voted it down. Political differences were again highlighted in 1911, when Socialist J. Stitt Wilson was elected Mayor on the strength of winning every precinct west of Shattuck Ave.

The Depression of the 1930's reversed industrial growth—production employment in manufacturing shrank. But to compensate for the economic slowdown, the federal government sponsored many important public projects. Aquatic Park was created this way, as was the Eastshore Highway and the Ashby Ave. extension and University Ave. overpass which accessed it.



4. 1941-45—World War II Boom

World War II was a critical event in the Bay Area generally, and West Berkeley specifically. The War vastly increased the population of the Bay Area, brought large numbers of African-Americans to the region for the first time, and greatly strengthened its industrial base. West Berkeley participated in this boom as an integral part of an East Bay industrial belt now stretching virtually unbroken from East Oakland to Richmond. Berkeley, however, did not suffer the massive overcrowding and strain on public facilities that plagued mushrooming cities such as Richmond and Vallejo. A new "Shoreline Railway" from West Oakland to the Richmond shipyards was opened, using recycled New York City elevated train cars to carry its passengers. The War resulted in the development of the last undeveloped areas of West Berkeley—generally north of Gilman St. and around the newly extended (to the Eastshore Highway) Ashby Ave., where Potter Creek was still open.

The War produced instant industrial and residential growth in West Berkeley. The building which now houses Weatherford BMW at the foot of Potter St. was built in 1942 by the U.S. Navy as a foundry making parts for the Richmond shipyards. Other already established industries—such as Pacific Steel Castings and Berkeley Steel Construction (now Berkeley Forge & Tool) near 2nd and Gilman—expanded dramatically to meet wartime needs. West Berkeley's manufacturers generally boomed on the strength of wartime orders.

West Berkeley's population jumped from 6,100 in 1940 to over 8,200 in 1944, with much of the gain being in Codornices Village¹, wartime housing adjacent to Albany Village. The war's presence was also felt at 9th & Ashby, where Camp Ashby was established as a training site for Black soldiers in their segregated units. More permanently, the War established West Berkeley's first large African-American community. West Berkeley's 1940 population was only 2% Black, and still had substantial contingents of "foreign born Whites", especially Italians, Mexicans, and Finns. Codornices Village where many of the blacks lived was originally to be closed to blacks (as many wartime projects were). However, pressure from the Berkeley Interracial Committee, backed by Governor Earl Warren, opened it to them. Blacks faced equally difficult conditions in the private housing market, where then legal restrictive covenants prevented blacks from buying, and many landlords openly discriminated against black would-be renters. By 1950, the area was 30% Black, a proportion it has more than maintained ever since.

5. 1945-1978—Post War Stability and Decline

The post-war era brought stability to West Berkeley manufacturing, but change to its population. West Berkeley was now a mature area—not part of the (then) declining regional core, but certainly no longer on the suburban fringe. Manufacturing employment and (real dollar) value added would continue to rise through the Census of Manufactures of 1972. There was substantial industrial building in the late 1940's and 1950's, though by the 1960's construction had declined. West Berkeley's residential population became increasingly African-American, with a Black majority found in 1970 and 1980. In this period, the City Council (and some others) increasingly perceived West Berkeley as blighted and in need of redevelopment, occasioning many political struggles.

Throughout this period, there were battles over what parts of West Berkeley would be designated for industry, what parts for residences. These battles were presumably spurred by the fact that—for the first time in West Berkeley—there were no more undeveloped areas. The relative economic strength of industry in the period, and economic weakness of the residential sector also probably spurred the calls for industrial expansion.

From the late 1940's through the mid-1950's West Berkeley manufacturers sought to have parts of the residential area south of University Ave. zoned for manufacturing. In 1955, when Berkeley's first Master Plan was passed, the City opted for a more modest approach—designating the area between 4th and 6th Streets as a Special (light) Industrial zone. At the same time, however, the Council approved the demolition of Codornices Village's wartime housing, removing over 1,000 rental units with over 3,500 residents. The Council argued that the land was needed for industrial expansion, but some felt the fact that Codornices tenants were largely Black spurred the demolition. The issue was again joined in 1967 when the City, led by manufacturer Mayor Wallace

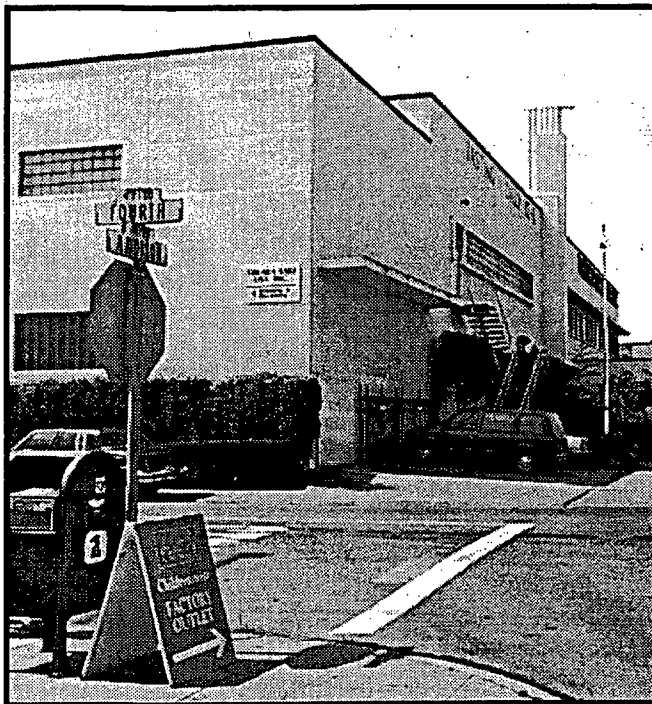
¹Codornices Village was built in part on a site mapped for development around a small oval-shaped park, analogous to South Park in the South of Market area of San Francisco. The only remaining trace of this proposal is the block long street named Park Way in the Manufacturing District (between Gilman and Harrison, 3rd and 4th) which was to lead into the park. One notable resident of Codornices Village (in his childhood) was Bobby Seale, later a leader of the Black Panther Party.

Johnson designated the "West Berkeley Industrial Park". This issue continue to play itself out into the 1980's and is discussed under the next historical period.

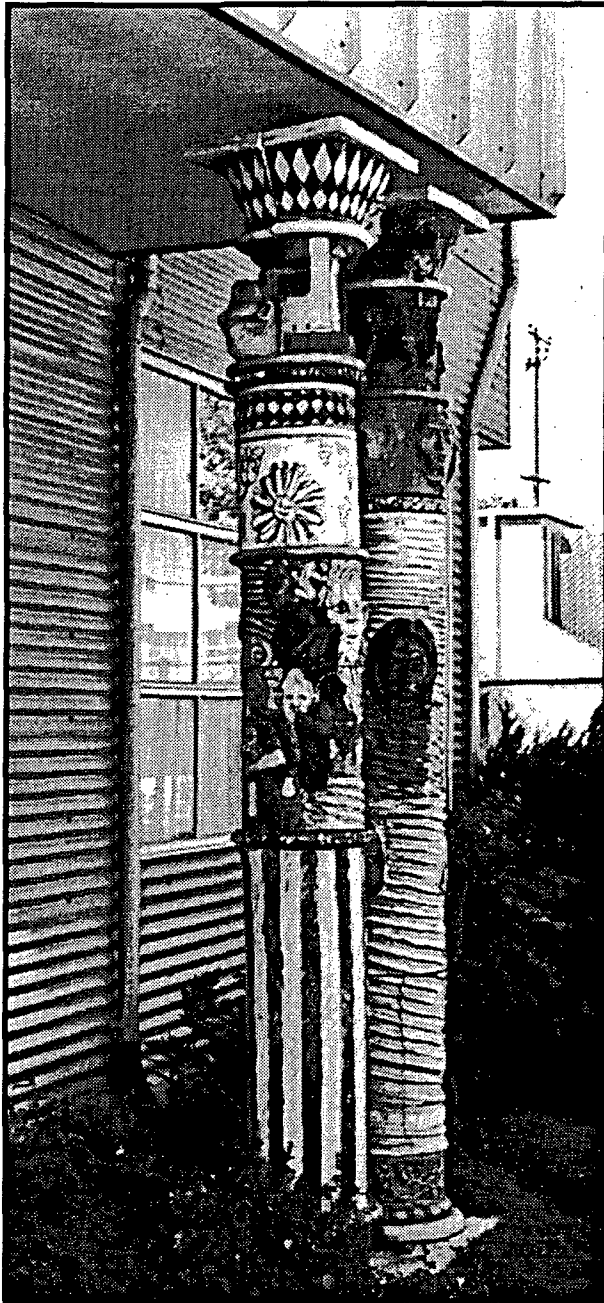
The strength of manufacturing in Berkeley was apparent in this period. The number of plants grew from 187 in 1947 to 263 in 1963, declining to 231 by 1972. In 1967, the peak year for large plants, 86 reported employing 20 or more. In 1964, Berkeley geographer James Vance wrote that the region's growth industries were the East Bay's industries.

Residentially, small (often 5-9 unit) apartment buildings dominated constructed in this era. West Berkeley was in part reshaped by the wave of low rise apartment building which swept the East Bay between roughly 1955 and 1965. In 1967, West Berkeley's residential core was downzoned from R-4 (multi-family) to R1-A (limited two family). Rezoning to R-2—as part of a Flatlands-wide downzoning—had been recommended in 1962 by the City Planning Department, but action here was delayed. The area between Delaware St. and Dwight Way, from 6th St. to San Pablo Ave. had the most apartment construction. Ethnically, West Berkeley was 46% Black in 1960, more so in 1970 (Census errors invalidate West Berkeley's statistics in that year). The West Berkeley Neighborhood Plan proposed in 1967 called for creation of service facilities such as the West Berkeley Senior Center and placement of traffic diverters. Much of the plan was realized.

This era was architecturally dominated by "modernist" ideas. Stylistically, buildings were radically simplified in the effort to achieve the pure functionality much valued



in this era. One notable industrial building is Takara Sake's off 4th & Addison, built for Challenge Butter & Cream in 1947 in streamline moderne style. Other industrial building examples from the period include the reinforced concrete buildings on the Colgate site, constructed between 1946 and 1960. The unusual round building occupied by Berkeley Equipment Rental (2747 San Pablo Ave., near Grayson) was built in 1952 as a Mel's Drive In. Allston House at 2121 7th (near Addison) is a 1967 publicly assisted (but privately owned) apartment house.



6. 1979-____ - Contemporary Restructuring and Resurgence

The most recent phase of West Berkeley's history has been marked by major changes in the nature of the area, although many continuities remain. This "period" brings us to the circumstances which generated the need for the *West Berkeley Plan*. The manufacturing base has shrunk, though it remains substantial with many strong firms. New commercial areas, largely catering to regional shoppers arriving by Freeway, have developed. West Berkeley has increasingly gained an image as a desirable place to live, with predictable effects on housing prices. In this context, unsubsidized housing development has largely shifted to owner-occupied housing, although some live-work rental units have been created. Clearly, the "history" of this period is not over—the *West Berkeley Plan* itself will be a part of it.

Changing political, social, and economic conditions changed the directions of City policy. In 1979 (and again in 1982) the City Council amended the West Berkeley Redevelopment Plan from a strictly industrial to a mixed-use orienta-

tion. New low income housing was built, and most remaining historic housing in the Redevelopment Area was rehabilitated, although not without generating new industrial-residential issues. This era's issues increasingly became how vacated industrial sites should be reused, rather than what non-manufacturing areas should be designated for industrial expansion. Indeed, the mid-1980's reuse of the large former Durkee Foods site near 7th & Heinz primarily for office and laboratory uses pointed up the need for area-wide planning policies, and led to the initiation of this *West Berkeley Plan*.

The volume of new building in the last 15 years has not been as large as in the preceding decades. Perhaps future historians will judge it to be of higher quality—certainly contemporary architects have had more complex, decorative, and historically

mindful intentions than their immediate predecessors. One notable public building is 1981's West Berkeley Senior Center. San Pablo Avenue received a rare infusion of new retail space with the development of a gourmet food "mini-mall" at the corner of Cedar. Industrial development has been relatively limited, though a number of companies have added to their facilities. Two major examples have been Pacific Steel Casting's Plant #3 (1979) at 2nd & Camelia, and a research and development facility at Miles (1985). Much of the period's architectural activity has been in the reuse of old buildings at sites such as 4th St. Center (4th north of Hearst), Parker Plaza (9th & Parker), in the remaining Durkee Building (Heinz west of 7th) and Acme Bakery at 9th & Pardee.

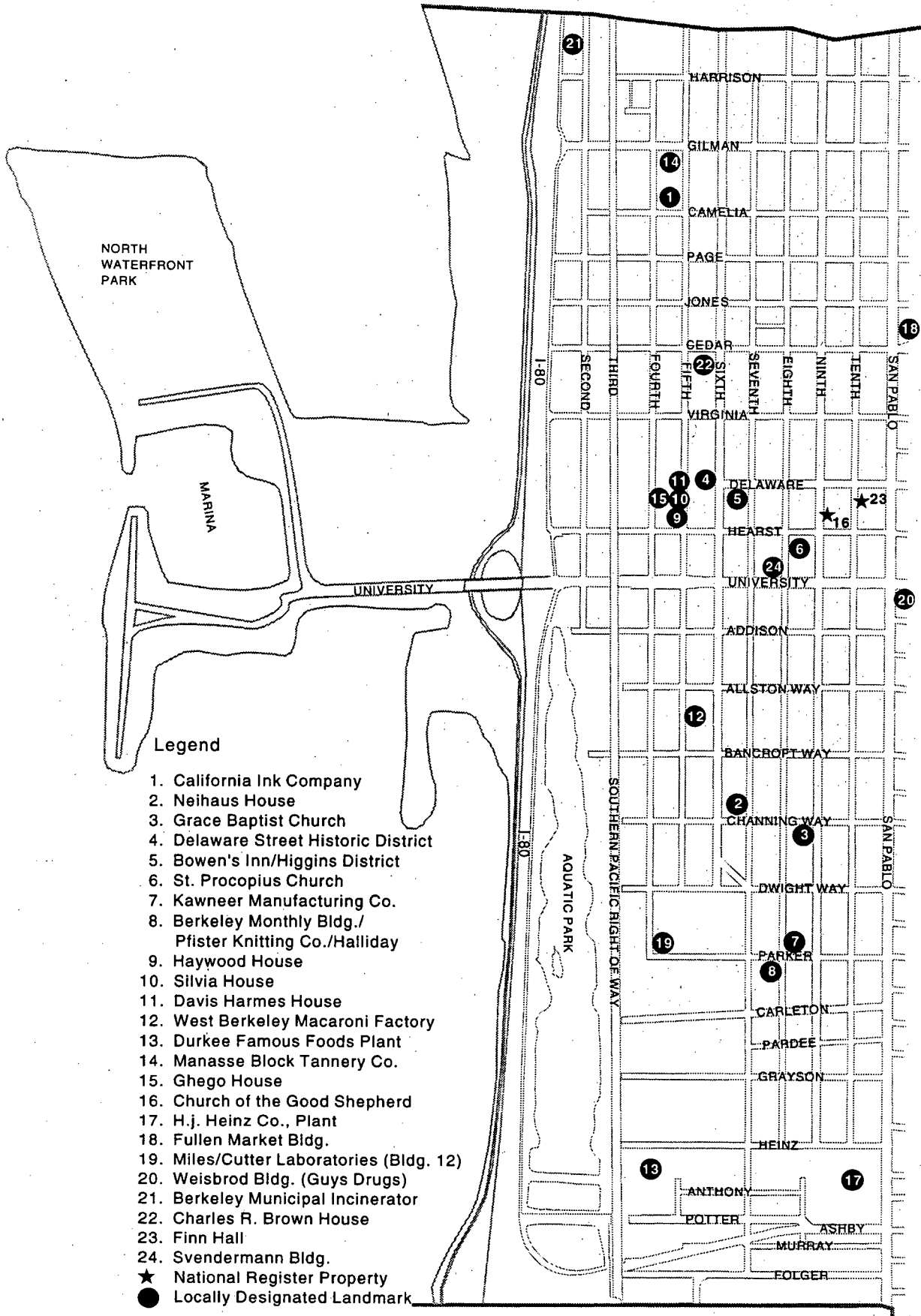
By historical standards, there has been relatively little residential building in this period. Publicly assisted housing and live-work have been the leading forms. Live-work spaces were initially created by conversion of industrial buildings, but are increasingly created through new construction. There have also been a few conventional residential condominiums built.

This Element now looks at what the juxtaposition of these variegated buildings, the streets they are on, and the open spaces between them have made as the physical form of contemporary West Berkeley.

Major Historic Documentation

- Berkeley Architectural Heritage Association
 - State Historic Resources Inventory (unpublished, Berkeley, 1979)
- Berkeley Architectural Heritage Association
 - Discovering West Berkeley—A Self-Guided Tour (Berkeley, 1987)
- Warren Campbell
 - Berkeley Downzones the Flatlands (Syracuse, 1973)
- Warren Campbell
 - Berkeley Initiates a Master Plan (Syracuse, 1973)
- City of Berkeley, Planning Department
 - Historical Trends in Population and Housing Characteristics, Berkeley, 1940, 1950, 1960, 1970 (Berkeley, 1972)
- Lawrence Crouchett, Lonnie G. Burke III, Martha Kendall Winnacker
 - Visions Toward Tomorrow—The History of the East Bay Afro-American Community, 1852-1977 (Oakland, 1989)
- Karen Jorgenson-Ismail
 - A History of West Berkeley (Berkeley, 1983)
- Harriet Nathan & Stanley Scott, editors
 - Experiment and Change in Berkeley, Essays on City Politics, 1950 to 1975 (Berkeley, 1978)
- George Pettit
 - Berkeley: A History (Oakland, 1977)
- W.J. Rorabaugh
 - Berkeley at War (New York, 1989)
- Sanborn Map Company
 - Berkeley Fire Insurance Maps (Chicago, 1903, 1911, 1929)
- United States Bureau of the Census
 - 1940 Census of Population and Housing (Washington)
- United States Bureau of the Census
 - Census of Manufactures, Census of Manufacturing (various years, 1899 to 1987)
- James Vance
 - Geography and Urban Evolution in the Bay Area (Berkeley, 1964)
- Mark Wilson with photographs by Monica Lee
 - A Living Legacy—Historic Architecture of the East Bay (San Francisco, 1987)
- Charles Wollenberg
 - Vista College Berkeley history lectures, 1988
- Writers Project of the Works Projects Administration
 - Berkeley—The First 75 Years (Berkeley, 1941)

Figure 4-1: West Berkeley Landmarks



B. West Berkeley's Places—An Overview of Subareas and Strategic Locales

The various land uses, scales of building, street grids, histories, and levels of traffic, and density of tree cover in different subareas of West Berkeley give them distinctly different urban design characters. These existing conditions form the context for both public and private development of buildings, street improvements, and other constructions. This analysis now highlights some of the major conditions and issues throughout West Berkeley by looking at 5 types of areas. Obviously, there are internal differences within the areas—this section seeks to capture the major features and issues in each. It is acknowledged that, because the conscious shaping of all of West Berkeley as a physical unit is a relatively new activity, and because this Plan divides West Berkeley in a new way, there remains much analytical work to be done for these areas. The 5 major area types are:

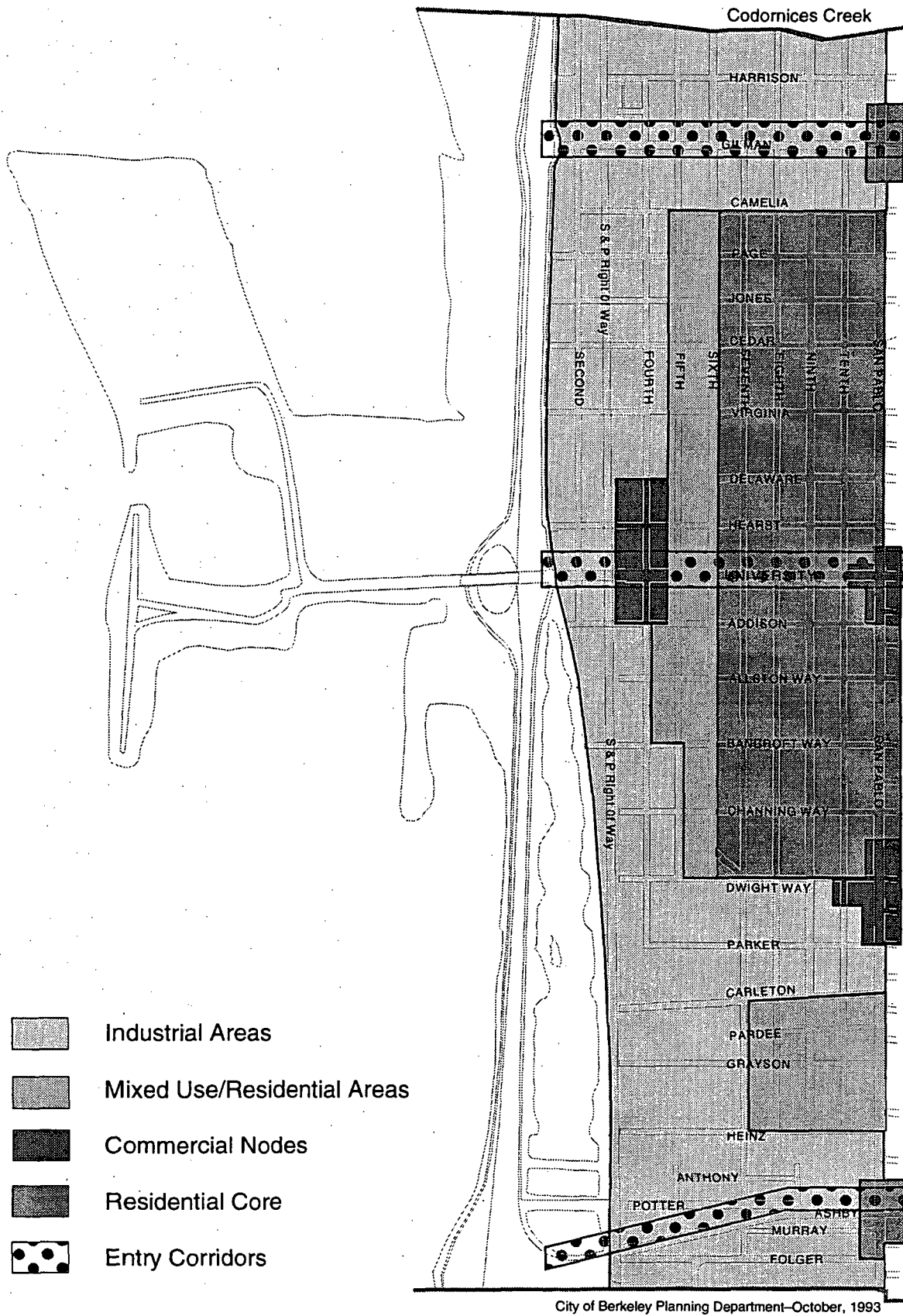
1. **Commercial nodes**—Areas of commercial concentration such as 4th & Hearst, University & San Pablo
2. **Entry Corridors**—such as the University Ave. gateway and other Freeway exits
3. **Mixed use/Residential** —districts along 5th St. and around Grayson St.
4. **Industrial areas**—general industrial districts (the Manufacturing and Mixed Manufacturing Districts) and the Mixed Use/Light Industrial districts.
5. **Residential Core**—The districts with Residential (R) zoning.

This section describes existing physical conditions and suggests problems or issues, and opportunities for physical action in various of the subareas of West Berkeley. Because of the large size of West Berkeley and the many distinct areas within it (described below), this section does not attempt to describe existing physical conditions across the whole of West Berkeley. However, the Goals and Policies section does develop concepts to link all of West Berkeley together as a physical unit (without losing subarea distinctiveness). These concepts are based on the issues and opportunities identified for specific areas in this section of the Element.

1. Commercial Nodes

The commercial nodes—the concentrated retail districts and those locations which could become such—are undoubtedly special places within West Berkeley. A commercial node is defined as a commercial area small enough for people to comfortably walk around in (thus we treat University at 4th and at San Pablo as 2 separate nodes). The nodes serve as places where West Berkeley residents gather, and which attract non-residents to the community. For many people, they symbolize the physical character of West Berkeley. Developing concentrated, compact commercial districts serves both the Plan's land use goals—creating a district that can be served by transit and centralized parking, preventing retail from sprawling into areas needed by industrial uses—and physical goals such as creating areas enjoyable for people to walk around in. In addition, most of the commercial nodes have important historic elements, giving them the potential to be places where large numbers of people can learn of West Berkeley's history. The commercial nodes are thus deserving of special attention in crafting an urban design concept for West Berkeley.

Figure 4-2: Physical Form Subareas of West Berkeley



City of Berkeley Planning Department—October, 1993

One proposal this Element makes—building off the Preferred Land Use Concept—for all nodes is to require retail as the ground floor use in the nodes, allowing a variety of upper story uses. This requirement will strengthen the nodes and prevent the intrusion of uses (e.g. a monolithic office building) which break up the node's streetlife.

a. San Pablo & University

San Pablo and University is the crossroads of West Berkeley—where its 2 busiest streets, its 2 busiest bus lines come together. Yet the blocks around this busy intersection also form the one true neighborhood-oriented commercial district in West Berkeley (although many stores also attract a regional clientele). Developed initially in the early 20th Century trolley era, the district has often suffered difficulty competing and social problems in the automobile age.

There are no precise borders to the district, since commercial zoning stretches in both directions for blocks along San Pablo and University. Uninterrupted retail stores reach north along San Pablo to Hearst, south to Addison and just past, east perhaps 1/2 block along University (to the West Berkeley Library) and west to about 9th St. (Freight & Salvage is an outlying "retail" site on Addison east of San Pablo). Within the area one finds a small general grocery, groceries specialized by ethnicity, groceries specialized by type of food sold (cheese, canned goods), a post office, a drug store, a bank and a check cashing company, low-priced restaurants and thrift stores, as well as a stationery store and an artists supply store. The University to Addison block of San Pablo has continuous 1 to 2 story retail frontage, is the heart of the neighborhood serving business district, and clearly attracts the most pedestrian traffic. Property owners have made little attempt to highlight the distinctive brick and wood facades, even on the landmark drug store at the southeast corner of University and San Pablo. Scattered properties have upper story





uses—an apartment building at 1970 San Pablo, upstairs offices on University between 9th and 10th, but these are relatively rare.

Perhaps nowhere else in West Berkeley is the physical gap between the real and the ideal more clear. Yet the challenge for redesigning the district will be to make it physically more pleasant, without driving away the low-moderate income clientele it largely serves. One recent important interior improvement was made by the bulk grocer Smart & Final, which removed the false ceiling covering the magnificent 1920's theatre ceiling of what was then the Rialto Theatre. Developing further appropriate approaches for the area will take careful analysis, but some preliminary ideas can be suggested. Plugging the "hole" at the northeast corner of University & San Pablo (left by the vacation of the Chevron station and the scuba shop) with a strong, street oriented building is a clear priority. As of August, 1993, retail development has been approved for the site, but construction is projected to proceed in phases. Encouraging new housing through methods such as modified parking requirements will be important at this node.¹ Slowing traffic on these major arterials will be difficult, but if any methods (through additional traffic signals or other means) could be found, it would no doubt improve the "ambience" of the area. Improved bus shelters—perhaps with historical or artistic posters—would be very valuable at this main transfer point. Facade improvement projects could be quite important here. Billboards which loom over the intersection could perhaps be removed.

¹ It is instructive to note that virtually none of the mixed-use retail/residential buildings anywhere on San Pablo Avenue meet current parking standards, and that they could not be built if they had to meet them. Some provide no parking whatsoever. In other cases, parking falls well below current requirements. For example, 2501-07 San Pablo (illustrated above), the brick-faced building built in 1925 at the southeast corner of San Pablo & Dwight has 6 residential units above a restaurant and 2 storefronts, totalling some 4,700 commercial square feet. The site currently has 4 parking spaces in the rear, and could probably accommodate a total of 6 if an on-site shed were demolished. However, current parking requirements would require that 15 spaces be provided.

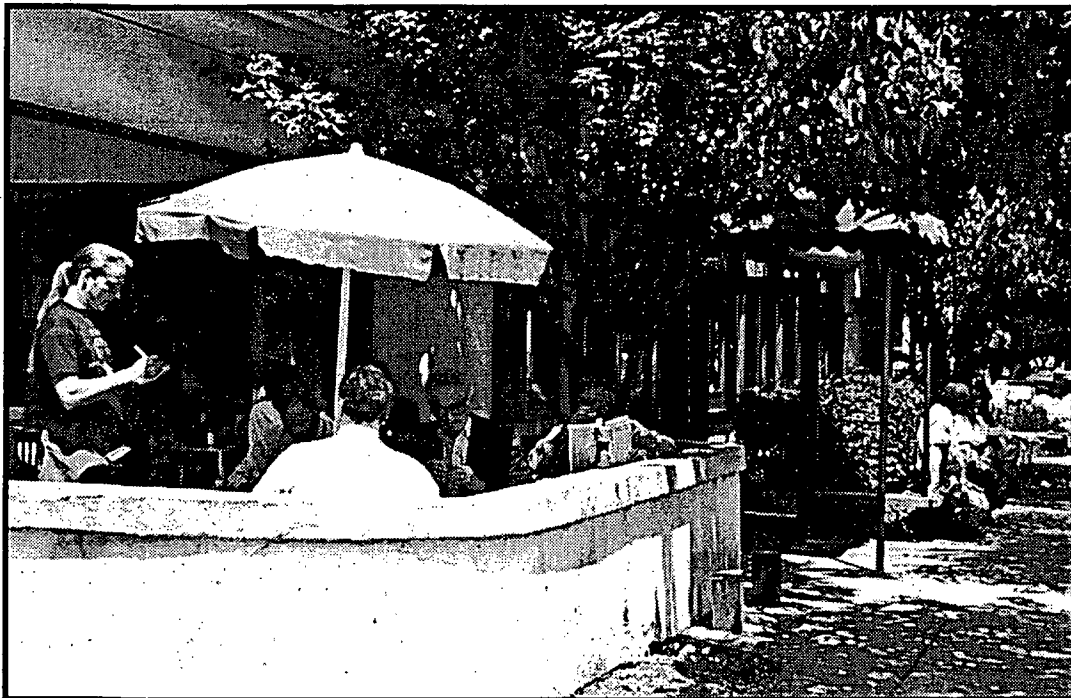
b. 4th & University/Hearst

The 4th & University/Hearst commercial area sits at Oceanview's historic center, but has been substantially renewed in recent years. Although the area is functionally an "island", largely surrounded by industrial uses, it is internally a quite pedestrian friendly shopping area. Its mix of old and new buildings, small and large shops, many with comfortable "street furniture", has proven very attractive to shoppers and diners from throughout the East Bay.

Locationally, retail and restaurant uses of various types are strongly present along both sides of 4th St. from the former right-of-way of Delaware St. (and just beyond) across University Ave. to Addison St. The *West Berkeley Plan* seeks to also "loop" the retail district down Addison St., past tourist attracting Takara Sake, and across the railroad tracks to the entrance to Aquatic Park. In addition, the Truitt & White lumber sales complex along 2nd St. between University and (old) Delaware seems linked to 4th St. economically.

Each main retail block of 4th St. has a different commercial and physical character. The Delaware-Hearst block is largely taken up by a complex of small boutiques, restaurants, and home goods stores, with offices above them. The 2 story stucco-sided buildings are a carefully designed blend of rehabilitated and new structures. The neo-classically styled Ghego House on this block, built by the politically prominent Heywood family in 1877, has been rehabilitated for retail and housing use.

The next Hearst-University block is almost totally dominated by the centenarian Spenger's Restaurant on one side, its full block parking lot on the other (with the modern Nature Company occupying one corner). Although Spenger's has several building styles—as the complex has been expanded over the decades—and entrances, it is a large scale use, listed as one of the 10 largest restaurants in America. To the west of this block, at the 3rd St. railroad track & University, is the shelter structure currently serving as



Berkeley's train station, and terminus for 3 bus routes (and soon to be a stop on the Gateway employee shuttle). The City is seeking funds to improve, and ultimately replace the train station.

To the south, past a rather discouraging passage under the University Ave. viaduct, is the University-Addison block of generally mid-sized stores and restaurants set amidst parking lots. The west side houses the stucco box of Brennan's, a decades old bar and—along the train track—the Mission Revival style China Station restaurant, built in 1913 as Southern Pacific's Berkeley mainline station.

Despite the success of the area, physical improvements here are possible and useful. One example is a revived train station. With the current expansion of rail service on the San Jose-Sacramento corridor, it is possible to build a new train station which will be an anchor and itself a gateway to West Berkeley. The Redevelopment Agency is planning to highlight a pedestrian path from the district up 5th St. to Cedar, to more closely link the area to surrounding residential uses. There is little travel between 4th St. and the Delaware St. Historic District, only one block, where commercial activity has been much lower. Signs for historic buildings and sites would help highlight the past of this oldest of West Berkeley districts. The area is close to the Waterfront and Marina, but it is very difficult to reach them except by car, since the pedestrian/bicycle path is circuitous and even dangerous.

c. 7th & Ashby

The 7th & Ashby area is the newest, and perhaps most unconventional, commercial node in West Berkeley. Dominated by just 2 major retailers (Whole Earth Access and Weatherford BMW) with Ashby Lumber just across Ashby Ave., the area has begun to attract smaller retailers—and is linked to San Pablo & Ashby by the massive Heinz Building. Retailing here functions not in the purpose built structures found on San Pablo Ave. or even 4th St., but in converted industrial buildings—creating such unusual features as an auto dealership with vast high ceilings. 7th & Ashby to date has provided little in the way of amenities, and has indeed lacked even such usual basics as sidewalks (with public rights of way normally used for sidewalks devoted to parking here). Nonetheless, with its strategic location, and despite traffic problems worse than those experienced at any other West Berkeley node, the area seems poised for future growth.

Functionally, the borders of the 7th & Ashby commercial area is still being determined. The *West Berkeley Plan* defines the commercial district as extending from roughly 9th St. on the east to the 3rd St. railroad tracks on the west, from Anthony St. on the north to Ashby Ave. on the south (not all of that area is designated commercial). The building materials merchants south of Ashby Ave. (such as Macbeath Hardwood) identify themselves as primarily wholesalers, and thus preferred to be in the more appropriate Light Industrial district, though there is presumably some relationship with such businesses as Orchard Supply Hardware north of Ashby. The "Durkee" Aquatic Park office complex is on the fringe of the retail district.

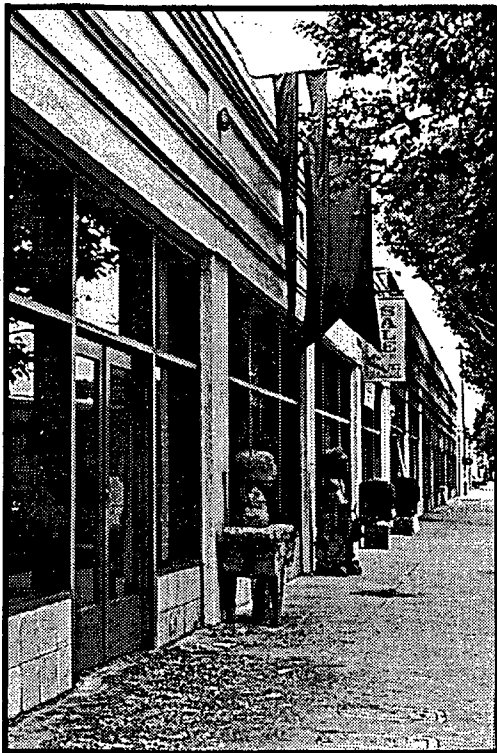
Since 7th & Ashby is now, in name and in fact, a commercial district, it should be appropriately equipped as one, and no longer viewed as an industrial area. Analysis is beginning to see if consolidated parking is need for the area, and where such parking

should be if needed. A traffic signal is being installed at 7th & Anthony, with another planned at 9th & Ashby, to improve traffic circulation in the area. Pedestrian movement across 7th St. at Potter—typically from one part of Whole Earth Access to another—must be improved. Basic sidewalks through the area—to encourage pedestrians to walk from one place to another (and “external” destinations such as the Heinz Building)—must be created. In another vein, a historic marker for Camp Ashby—the all-Black World War II training camp—would be appropriate.

d. Other San Pablo Ave. nodes

Along San Pablo Ave., the intersections of Gilman St., Dwight Way, and Ashby Ave. are commercial nodes—to some extent actual nodes, to some extent potential ones. Each of these major streets has a bus line serving it, has commercially designated area to the west of San Pablo Ave. (although none to the east beyond the 100 foot wide commercial zone.) and has existing commercial uses and buildings. Gilman and Ashby have freeway exit traffic. Dwight is close to the concentrated office-based employment along 9th St. of Parker Plaza and Fantasy Records. In the context of the San Pablo Ave. “strip,” each already represents an upwelling of retail stores amidst generally non-retail uses (although the distinction is least clear at Gilman). Ashby and Dwight are far from competing retail nodes (with 7th & Ashby apparently complementing San Pablo), while Gilman has a small one east of Santa Fe Avenue. These nodes are thus good sites to encourage further retail, housing, and office use.

The nodes extend roughly 1 block north and south of their main intersection on San Pablo, and 1 to 2 short blocks west on the east-west street. The precise configuration varies—at Dwight, for example, continuous retail frontage extends almost 2 blocks south on the west side of San Pablo Ave., but is blocked almost immediately to the north by auto



repair and residential buildings without commercial uses. The Ashby node arguably extends across the Heinz building towards the 7th & Ashby concentration. Uses at the nodes vary—Dwight and Gilman have several restaurants, Ashby and Gilman now have drug stores, Gilman has entertainment uses of various kinds. None have a full range of neighborhood serving uses—for example none has a full line grocery store of any size (though Gilman does currently have a fish market and Dwight a produce market).

Many of the same measures which could aid University & San Pablo could aid these nascent nodes as well. Facade improvement programs, improved street furniture, and improved linkages to their retail “watersheds” (through means such as routes planted with “signature” trees) would aid these dis-

tricts as well. Gilman and Ashby are likely to provide the most opportunities for positive new developments, while Dwight has the most buildings which already contribute.

2. West Berkeley's Entry Corridors

The points of entry and the passages leading from them (by road or other means) into a city or an area are critical in establishing a locality's identity. These gateways and entry corridors are the first sight a visitor arriving in the city sees. They are areas of transition, places which communities use to highlight their identity. Doing so can build community pride and strengthen community image, which perhaps can be translated into retail sales and other economic activity in the community. The ways communities mark their gateways are various—San Leandro has built a monumental gateway structure at the entrance to the city on East 14th St., while Oakland has erected oversized Welcome to Oakland signs (with the City's logo) at various entry points. The Lorin District signs and historic African-American figures banners on Adeline St. mark both a gateway and a commercial area. The multilingual "Welcome" banners which were hung on University Ave. are in part a gateway-marking effort. In the 1920's, San Pablo Ave. just north of University sported a gateway arch, with arrows pointing east towards Downtown Berkeley and west towards "Industrial District".

This section discusses West Berkeley's major entry corridors, which also serve as the entrances into Berkeley as a whole, and how they might be improved. The ideas expressed on specific actions to improve the corridors are preliminary, and are expected to change.

a. University Ave.—The Major Gateway

University Ave. has almost always been the primary western gateway into West Berkeley and Berkeley. With the viaduct over the railroad tracks giving one an aerial view of central West Berkeley, it is easy to gain a sense of entry on University Ave. With a railroad station, University is the only western gateway for the non-motorized traveler. University leads into old Oceanview, to the University & San Pablo node, and beyond through central Berkeley.

University as a gateway clearly divides at 6th St., the westernmost intersection where overpass users can turn off into West Berkeley (the viaduct "touches down" just east of 5th St.). East of 6th, University Ave. becomes one of the denser commercial stretches in West Berkeley, with a new 2 story "shopping center" between 7th and 8th on the north side, a large scale motel on the south side of that block, and the UA Homes (residential hotel) between 9th and 10th, among other uses leading to the San Pablo commercial node. Beyond San Pablo, development on the street thins out, although there is not the sharp "industrial" to single family residential transition found on Gilman and Ashby.

University is clearly the aesthetically strongest of the 3 major gateway streets. Strengthening the streetwall of buildings as additional properties redevelop is one design consideration. Coordinated tree planting could also reinforce University's image. If the historic San Pablo/University gateway were restored it would point out University's gateway role, although less grandiose signage could also serve this purpose.

b. Ashby Ave.—Southern Entry

Ashby Ave. is an increasingly important route, especially into West Berkeley. Yet, other than glimpses of Aquatic Park and dramatic buildings like Weatherford BMW and the Heinz Building (sharing space with some undistinguished ones), there is little to highlight this gateway into the city. There is no landscaping along the street, have never been any banners, and are many buildings which turn their backs to the street. Ashby has the longest route across Berkeley of the 3 entry streets, and connects to other regional routes. Yet much of West Berkeley Ashby is in an underpass (from the railroad tracks to just west of 7th St.), limiting its power as a portal there.

The only entry corridor with different land use districts on its northern and southern sides, Ashby presents unusual problems in developing a coherent character. Ashby probably presents more difficulties because it is not part of the oldest street grid of West Berkeley, but was extended in the late 1930's, giving it less time to develop character, and creating oddly shaped blocks. Despite these problems of physical setting and contrasting uses, there is potential for visual and physical improvement of the street. This work should clearly proceed in conjunction with work in the 7th & Ashby district.

c. Gilman St.—Industrial Entry Corridor

Gilman St. is an important route into West Berkeley for the Manufacturing District, and a large part of the Light Industrial district, as well as for North Berkeley generally. The *West Berkeley Plan's* land use concept designates Gilman St. west of 10th primarily for industrial (and secondarily for office) uses. Likely to become more important in the future, with the development of the University's 12 acres of Harrison lands, Gilman must be recognized as a key industrial/corridor. The Gilman Freeway exits, unlike University or Ashby deposit the driver at street level, in a somewhat confused intersection. Crossing the tracks is followed by the landmark and visually distinctive Tannery complex. This "gate" is the entry to "West Berkeley." It is followed by a series of generally industrial buildings which—in their utilitarian lack of obvious effort to appeal to passers by—may seem monotonous, but actually vary in materials used, height, roofline, window treatment, and other aspects. At San Pablo Ave., one passes from the industrial zone to an area of small houses.

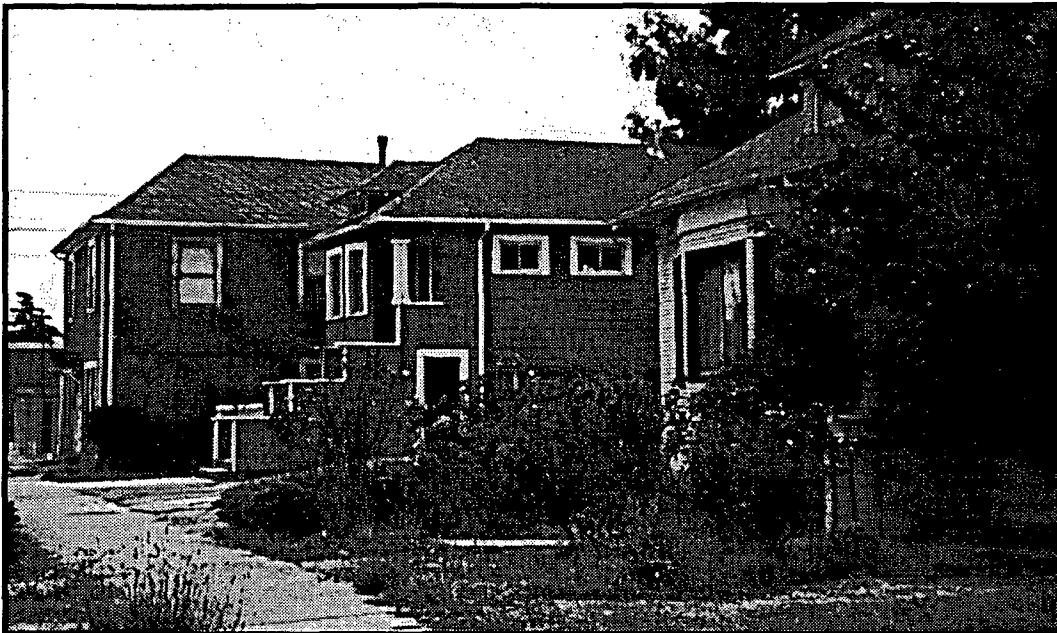
How can Gilman be improved as an entry corridor, while recognizing that it is to remain an industrial corridor? Many of the answers may simply involved improved design of both private sites and the public right-of-way. New buildings can come forward on their properties to strengthen the "street wall" of buildings where it exists and shape a new one where it does not. This can be done without a loss of industrial utility (as the many existing "street-holding" industrial buildings demonstrate). Buildings need not be retail sites to "turn their faces"—their doors and windows—to Gilman St. They need not present a blank wall or parking lot on Gilman, as some of the newer buildings east of 6th St. do. Even industrial buildings can at least in part "turn their faces" to Gilman St. rather than side streets or parking lots. Gilman may be a situation where greater design uniformity—similar setbacks, heights, landscaping, etc.—may improve the image of the street, since present diversity is not perceived positively.

3. The Mixed Use/Residential Districts

The Mixed Use/Residential districts are among the most urbanistically and historically interesting and complex in West Berkeley. They consist primarily of a highly unusual mix of moderately scaled light industrial uses (with occasional larger scale plants) with residential ones. Their complexity is the product of successive periods of predominantly residential development, followed by mostly industrial development, and most recently residential and live/work development again. Once thought of as among the city's least desirable locales, these areas are becoming increasingly sought after. This complexity, along with the renewed sense of desirability of the area, means that the area requires particular sensitivity in new development (see Goal D).

Most of the area designated Mixed Use/Residential (MU/R) is within the existing Special Industrial (SI) district, a fact which has shaped its development. The MU/R district stretches from Camelia St. to Dwight Way (interrupted by University Avenue's commercial zone), from 4th St. or the 4th / 5th midblock line to 6th St (covering all or part of 23 blocks here). Between Camelia and Dwight, 5th St. is the one street almost entirely zoned Mixed Use/Residential and best reflects its character. The other MU/R district takes in all or part of 12 square blocks between 7th and the San Pablo commercial strip, Carleton and Heinz St.'s (currently zoned M). The portion of the MU/R between University and Cedar St. is in the West Berkeley Redevelopment Area.

The area is characterized by intense of lots in the context of modestly scaled development. Buildings—especially industrial buildings—typically cover most of their (usually rather small) lot, with no or minimal front yards. Even many houses have essentially no front yard or only a few feet of setback. Building heights are most commonly 1 and 2 stories, although such structures as De Soto, Libby Labs, and some large houses are taller. Most blocks have a mix of uses and periods of building such that no single building style predominates. Exceptions are the Victorian buildings that have been regathered on the Delaware Street Historic District on Delaware St. between 5th and 6th



St. (though these have modern housing behind them) and small groups of Victorian/Edwardian houses in locations such as Camelia St. near 5th.

The area's physical character is generally perceived as pleasant, though opportunities for improvement remain. In the Redevelopment Area (as noted above), 5th St. is scheduled to be improved as a strengthened pedestrian axis to the 4th St. commercial area, with installation of missing sidewalks and intensified tree planting. The pedestrianization of the street is also designed to buffer the effects of those "heavier" industries whose properties span the block from 4th to 5th St. The area also abuts heavy industry along 7th St., and while its scale is much lower than west of 7th St., few actual residents are on or near 7th St. The physical form of new development—especially live-work buildings—is an important concern in the area. While residents have access to James Kenney Park, Aquatic Park, and San Pablo Park, there is no public open space within the area itself. Development of such a space seems unlikely, but added tree planting (many blocks have few or no trees) and new accesses to Aquatic Park at Channing and Heinz would improve landscaping and open space conditions there.

4. Industrial Districts

Despite the changes of recent years, most of West Berkeley's economically active area continues to be in districts which are predominantly industrial. The *West Berkeley Plan* designates two general industrial districts—the Manufacturing District in the north and the Mixed Manufacturing district in the south. It also designates much of the area as Mixed Use/Light Industrial (green)—covering light industrial areas from Harrison St. near Albany to Folger St. near Emeryville. Most of these industrial areas are not seen or used by people who do not work or do business there, although 7th St., Ashby Ave., and Gilman St. are major streets which pass through or alongside them.

The industrial districts illustrate almost the full range of 20th Century industrial development—in building and lot size, building age, materials used, building/roof shape and height. Landscaping and setbacks are almost universally absent, although some of the larger sites (such as Miles) and a few of the newer sites (such as General Parametrics at 9th & Gilman) devote much of their land to parking. The Mixed Manufacturing district is dominated by large, multi-building sites (Miles, Colgate, Temescal), whose development was initiated in the early 20th Century. 4th St. south of University is typified by post-War concrete "warehouse" type structures, though there are exceptions (e.g. the 1910 brick building—now used for auto repair—at 4th & Dwight). Tall metal "sheds" for working metals are common around Gilman St. in the Manufacturing district. Industrial area landmarks include the Kawneer building at 8th & Parker, the City's original garbage incinerator near 2nd & Harrison, and the Durkee Building on 7th St. west of Heinz. Ironically, West Berkeley's only open creek—Codornices Creek—edges the industrial area.

Usefulness has generally been the chief design criterion in these areas, as is appropriate in districts whose primary users are workers and people doing business there. Thus, new buildings (and building rehabilitations) here should first of all be functional for the businesses and comfortable for their employees. However, there are instances



where building decisions in these areas can affect the broader public. The “edges” of these districts—such as Dwight Way, 7th St., Heinz St. are places where they meet less intense ones—buildings and sites should be landscaped and scaled accordingly. Particular care is required where general industrial districts meet areas which are wholly or partially residential (see Goal 4). The role of Gilman St. and Ashby Ave. as corridors through and along the districts has been noted. Tree planting and landscaping along these edges and corridors provides far more benefit to the general public than it does on streets interior to the general manufacturing districts (Manufacturing and Mixed Manufacturing) although such interior plantings would presumably be seen as amenities by area workers. Development on major sites of an acre or more in these districts are key in shaping the overall character of their districts and West Berkeley, and should thus aim for both internal coherence and integration with the broader fabric of West Berkeley (see Goal 5).

Policies towards older buildings in these districts, particularly in the relatively small general manufacturing districts (where non-industrial uses are deliberately limited) can present painful choices. City policy seeks to maintain historic buildings, and most historic industrial structures have been preserved in recent decades. What is termed “adaptive reuse” of buildings (i.e. change of use from industrial to another use) is often possible, particularly in the Mixed Use/Light Industrial zone—although this must be balanced against the district’s central purpose of maintaining light manufacturing sites. In other cases there is market demand to reuse older industrial buildings for industrial purposes. The City should certainly support the reuse of existing industrial buildings for manufacturing and other industrial purposes, and should explore how such reuse can be encouraged. However, there are cases, particularly on “heavier” industrial sites, where buildings have become obsolete for industrial purposes. In some cases, buildings may be moved (if sites and users are available), in other cases they are too fragile to survive a move. In these cases, there may be no choice but demolitions if the industrial use of the site is to be maintained.



5. The Residential Core

The core residential areas of West Berkeley have been physically quite stable, even as they have struggled with the social problems of poverty, crime, and drugs. The core areas are built up almost exclusively with single family and small multi-family buildings, with the occasional church, or the even more occasional corner grocery breaking the pattern. Along with the evidence of poverty, there is much evidence of care for the environment.

The residential core area covers some 60 square blocks (some only partially) between Camelia and Dwight, 6th St. and San Pablo. The University and San Pablo Ave. commercial frontages are in commercial zoning districts, although the uses there obviously influence the character of the blocks they are on. Generally zoned R-1A (limited 2 family), portions of the blocks north and south of University are zoned for multi-family construction, although opportunities to do so are limited.

The residential core can be subdivided for analysis in different ways. Apartment buildings are almost exclusively concentrated in the blocks between Delaware St. and Dwight Way (except for a cluster around 7th & Camelia), although even in this area there are large numbers of single family homes. Thus these blocks tend to mix early 20th Century single and 2 story homes, with 2-3 story mid-20th Century apartments, although apartments are somewhat more common towards the corners than at mid-block.

The historically oldest parts of the residential core are the areas between roughly Addison St. and Delaware St., although the blocks surrounding Channing Way also saw significant development in the 1880's and 1890's. The area developed last is that north of Cedar St., which was largely built up with cottages and bungalows in the 1920's and 1930's. Major landmarks of the area include the Niehaus House at 7th & Channing, built

in 1889 by the owner of West Berkeley's then leading planing mill (and currently abandoned, along with 10 attached apartments). Two strong Gothic style churches on Hearst are Church of the Good Shepherd at 9th St. (1878) and Saint Procopius' Church (built as Westminster Presbyterian Church at 8th St. However, much of the historical/architectural significance of structures here comes from groupings of houses, rather than from individual structures.

A full block of open space, as well as a recreation center, exists in the northern residential area at James Kenney Park (7th to 8th, Delaware to Virginia)—bought by the City before it was developed. The southern area has no such large park, but has playground equipment and playing fields at Columbus School, and a mini-park (G. Florence Park) on 10th between Addison and Allston. In recent years, both desire for additional open space, and concern about the crime and drug activity that sometimes occur there have been expressed by neighborhood residents.

There has been little physical change in recent years in the residential core, and there is little reason to expect much in upcoming years. One reason for this is that most of the area is built close to or more densely than the density permitted by current zoning. Some of the apartments were poorly built in the 1950's and 60's and will require rehabilitation to maintain them as affordable housing stock—such work provides an opportunity to improve some of their aesthetic qualities as well. Similar conditions exist in some units occupied by elderly homeowners. While some blocks have magnificent stands of trees, others are relatively barren, tree planting could beautify these blocks through community based effort.

III. AN URBAN DESIGN VISION FOR WEST BERKELEY

What threads together this Element's proposals for various areas—its goals and policies, its implementation measures is an urban design vision for West Berkeley. It is not a vision of stasis—of keeping all buildings and sites exactly as they are, and assuming that nothing ever need be changed or removed. Nor it is a vision of clearance—of recklessly blasting away existing buildings or existing uses in search of what is believed to be “modern.” It is rather a vision of conservation, creativity, and integrated development—of maintaining West Berkeley's historic, architectural, and use character(s) while welcoming suitable new development (which can sometimes be formally innovative development). West Berkeley's rich past has given it a wealth of historical and architectural resources which should be preserved, its future should give it buildings and places that will be landmarks for future generations.

The urban design vision seeks to link the many diverse elements of West Berkeley various areas of West Berkeley. A resident, a worker, a visitor should know when she passes from the Commercial to the Mixed Use/Residential to the Manufacturing district. Yet there should be features which link this large and diverse collection of places together and give it a sense of overall “West Berkeley” identity. Some of the most important linking features (which are discussed in greater detail in the Goals and Policies Section) are:

- **Enhancement of commercial nodes and corridors:** The commercial nodes and corridors are the places in West Berkeley used by the most people. It is important to improve the visual character and physical layout of key commercial corridors, and encourage nodal development along these corridors.
- **Entry Corridors:** The entry corridors are important in setting the tone for West Berkeley. Defining the image and character for the city's major gateway—University Ave.—and for the other entry corridors which lead into West Berkeley—Ashby Ave., and Gilman St., and the northern and southern ends of San Pablo Avenue is a major urban design task.
- **Greening of the Streets:** Trees provide green relief amidst the concrete and asphalt of West Berkeley. Expanding street tree planting to additional streets in West Berkeley will further this task. Street tree planting can be designed to address specific needs or conditions, such as enhancing residential areas, visually connecting residential and commercial areas, framing views, or improving the visual appearance of commercial streets and major roadways.
- **Connections to existing public parks:** West Berkeley's open spaces resources are not used to their fullest extent. Improving the pedestrian, bicycle and vehicular access to existing public parks, especially to the Marina area and Aquatic Park, will help West Berkeleyans (and Berkeley residents generally) enjoy their parks and will also help link the area together.

IV. GOALS AND POLICIES

Urban Design Goals and Policies for West Berkeley

Rationale:

See the Urban Design Vision for West Berkeley above, for the overall rationale tying together these goals.

Goal 1

Preserve and enhance the vital commercial corridors, particularly San Pablo and University Ave., with intensification of commercial and mixed-use development at key intersections or "nodes".

Policies for nodes

1.1 Encourage nodal development, to intensify commercial at major intersections along commercial streets. Nodal development should be encouraged at and around the intersections of: San Pablo at University, San Pablo at Dwight Way, San Pablo at Gilman, San Pablo at Ashby, 4th and University/Hearst, and Ashby at Seventh.

1.2 Provide consolidated parking as needed to serve commercial nodes, and encourage concentrated rather than dispersed parking.

1.3 Focus pedestrian improvements at nodes, including cross walks, adequate sidewalks, night lighting, transit stops, telephones, disabled accessibility improvements, consolidated newsracks, public clocks and other features.

1.4 Require retail as the ground level use in nodes, with residential or office uses above the ground floor.

1.5 Encourage neighborhood-serving retail business to locate at these nodes.

Policies for commercial corridors, including nodes

1.6 Develop standards and incentives for facade and signage improvements along the commercial corridors. Encourage signage and facade design to improve the appearance of the street, and to minimize the appearance of strip commercial development. Signage and facade design should be urban instead of suburban in character, and pedestrian in scale. This can be done through the design of signs, building materials, storefront windows, and other exterior features.

1.7 Insure that new construction along the corridors maintains and strengthens the urban character of the street by locating new buildings at the front property line to reinforce the streetwall; locating parking at the side or rear of the lot, and designing street facades and ground level doors and windows to include elements of pedestrian scale and three-dimensional interest.

1.8 Develop incentives to encourage new construction to be 2-4 stories in height (and to incorporate residential and office uses above the ground floor) along these corridors, especially at nodes.

1.9 Encourage conservation and active utilization of existing buildings which contribute positively to the character of the streetscape.

1.10 Encourage infill buildings on vacant and low intensity use sites along these corridors. Residential and/or office uses should be encouraged, where appropriate.

1.11 Develop incentives to encourage housing along these corridors, such as a reduction in parking and other site development standards.

Goal 2

Use the interrelationship between the urban design and transportation goals to improve accessibility between jobs, homes, commercial, recreation and educational centers to minimize dependence on the automobile. (Also see goals in Transportation Element.)

Policies

2.1 Coordinate transit routes and transit improvements with the commercial nodes, to provide transit in key areas, and to integrate the transit so as to reinforce pedestrian circulation and support the design and function of the node.

2.2 Improve transit amenities at bus stop locations by providing bus shelters, improved bus signage, maps, telephones and benches, and other transit improvements as needed.

2.3 Evaluate construction of one or more consolidated parking lots or parking structures, to be located in West Berkeley with good access to the freeway and to mass transit, and the train station, to be used for West Berkeley businesses, and pursue their development if they are needed/ Seek to integrate the design of these structures with their areas as much as possible.

2.4 Take aggressive action to develop an adequate train station in West Berkeley, near University Avenue, for commuter and long-distance train service.

2.5 Encourage consolidated locations for shared parking facilities, where several different uses would share parking in a consolidated location.

2.6 Promote bicycle usage by providing adequate, safe bicycle lanes throughout West Berkeley, which connect to the existing network of bike paths in Berkeley and connect to parks, schools and commercial areas.

2.7 Provide adequate sidewalks and other forms of pedestrian connections to nodes and key locations throughout West Berkeley.

Goal 3

Visually improve the University Ave. gateway and the other entry corridors into West Berkeley, so as to provide a positive image as one enters Berkeley. In addition to the University Ave. gateway, the entry corridors into West Berkeley are Ashby Ave. and Gilman St., and the northern and southern ends of San Pablo Ave.

Policies

3.1 Explore ways to improve the visual character of these entry corridors, to highlight the sense of place and image of Berkeley along these corridors.

3.2 Encourage new construction and renovation of existing buildings (those that contribute significantly to the streetscape) and restoration of historic structures to address in a positive manner their location along an entry corridor. New buildings should generally be placed along the front property line to strengthen the urban character of streets, and maintain or strengthen the "streetwall" of buildings along these corridors, while parking should be placed at the side or rear of the lot. Signage and facade design (of features such as doors and windows) should be urban instead of suburban in character, providing visual interest while remaining appropriate to the use(s) of the building.

3.3 Encourage landscaping and screening of existing parking along these entry corridors, adjacent to the streets (in the right-of-way) and on private property.

3.4 Consider special lighting on the gateway corridors to enhance them at night.

3.5 Encourage high-quality, urban style, cohesive signage along these streets. Monument signs with appropriate bases are encouraged, instead of pole signs. Remove both ground level and building-mounted billboards whenever possible.

3.6 Support and reinforce University Ave. as the primary gateway to West Berkeley and Berkeley generally. Explore reconstruction and replication of the historic gateway structure which was located on San Pablo Ave., near University Ave. Assure that any changes to the University Ave. viaduct are consistent with the street's role as gateway.

Goal 4

Development in locations where there is a juxtaposition of uses and building scales — particularly when concentrations of residential uses are adjacent to more intense uses — should be sensitive to the character of both the less intense and the more intense uses. This will be particularly important in the Mixed Use/Residential zone and on the "edges" where industrial zones (especially general manufacturing zones) meet zones which permit residential uses.

Policies

4.1 Developments in such "edge" locations should seek to minimize—to the greatest degree possible—abrupt changes of building scale.

4.2 Developments in these locations should use tools such as increased building setbacks or upper story stepbacks, landscaping, and other means to reduce the impacts of differences in scale, style, and site plan.

4.3 Developments in these locations should be generally respectful of existing architectural styles in their location, but need not simply imitate these styles.

Goal 5

Development on major sites of 1 acre or more should be both internally cohesive and sensitively designed on the site's publicly used edges.

Policies

5.1 Development on major sites should use building scale, architecture, building placement, landscaping, and other site elements to create the sense of a cohesive development which is integrated with its surroundings.

5.2 Such major projects should—to the greatest degree possible—reinforce the existing street pattern, development pattern, and overall fabric of an area, rather than being isolated from these patterns.

5.3 Major developments should—to the greatest degree possible—be compatible with existing development on the edges of their sites, particularly on those edges which are heavily used by the public.

Historic Preservation Goals and Policies for West Berkeley

Rationale:

Historic preservation is an integral part of the *West Berkeley Plan*. Much of West Berkeley's distinctiveness is in its history. The Plan seeks to preserve both the physical forms—the buildings—history has bequeathed the area, and the substantive activities which have historically occurred in West Berkeley. Conserving the greatest possible number of historic buildings is part of the Plan's overall approach of working to conserve and improve the existing fabric of West Berkeley. Taken together, Goals 6, 7, and 8 set out a policy framework for a broad historic preservation approach in West Berkeley. The goals call for greater education on West Berkeley's built and human heritage, and on historic preservation (Goal 6). They seek to identify—under clearly understood criteria—and designate the historic structures of West Berkeley (Goal 7). They encourage maintenance and appropriate rehabilitation of historic buildings (Goal 8).

The *West Berkeley Plan's* historic preservation approach encourage the City to support preservation of buildings whenever possible, in the framework of other planning policies. In addition, the Plan seeks to integrate new development into the older, existing fabric (see especially Policy 7.4). This Element's goals and policies are formulated within the context of the Plan and its Land Use Concept, which seek to preserve the longstanding

use character of several residential and industrial districts. This Physical Form Element—with its historic preservation goals and policies—proposes a wholistic approach to design and preservation in the context of a Plan which seeks such approaches generally.

Goal 6

Develop and disseminate an understanding and appreciation of West Berkeley's heritage.

Policies

6.1 The City should develop criteria to identify and designate heritage areas—particularly strong concentrations of historically and architecturally significant buildings—in West Berkeley and educate the public about these areas. If the residents come to support doing so, the City should formulate guidelines for development in these areas.

6.2 The City should support preservation efforts by private organizations in West Berkeley.

6.3 The City should innovate programs to educate the public concerning West Berkeley's architectural, ethnic and industrial history.

Goal 7

Preserve West Berkeley's existing architectural and historic resources in the context of the district goals, permitted uses, and other goals of the West Berkeley Plan. Seek to develop the built environment as a whole in a way consistent with this Goal.

Policies

7.1 The City should review each of the 112 West Berkeley buildings on the State Historic Resources Inventory (SHRI) and the Landmarks Preservation Commission Priority List for Landmark Designation. Designations should be according to criteria which are clear, specific, understood and supported by the community and reflect the balance of preservation and other goals in the *West Berkeley Plan*.

7.2 The City should facilitate the completion of the West Berkeley Historical Survey and designate further landmarks in accordance with the findings of this Survey. Designations should be according to (new or existing) criteria which are clear, specific, understood and supported by the community and reflect the balance of preservation and other goals in the *West Berkeley Plan*.

7.3 To improve the economic feasibility of preserving historic buildings, the City should creatively use the tools which the *West Berkeley Plan Preferred Land Use Concept* provides, and should explore the possibilities for changes in development standards, fees, or placement of uses, without, however, violating Plan policies, district purposes, or district permitted uses. In situations where a whole building cannot be preserved, preservation of facades should be explored. In very exceptional cases, where all Variance

findings can be made—with particular reference to the Finding that the variance not be detrimental to people working in the neighborhood or to property in the neighborhood—allow use Variances.

7.4 The City should encourage infill development to be sensitive to the character and scale of existing development in areas which are architecturally or historically cohesive.

7.5 The City should encourage the University of California—particularly if the University acquires any additional buildings in West Berkeley—to preserve and maintain these buildings to the greatest possible degree.

Goal 8

Preserve West Berkeley's architecturally and historically valuable buildings.

Policies

8.1 The City should encourage building maintenance and rehabilitation in West Berkeley and if possible offer financial incentives or assistance.

8.2 The City should encourage the sensitive reuse of existing buildings in West Berkeley and offer incentives such as permit-streamlining and other assistance.

Open Space Goals and Policies for West Berkeley

Rationale:

West Berkeley has the advantage of being an urban district which sits adjacent to major open space resources—Aquatic Park, the Marina, the Waterfront. West Berkeley's residential population—largely low income, many with children, many living in apartments—is precisely that which most needs public open space. In this context, the Plan seeks to develop a broad vision for open space as well. The existing parks in West Berkeley—Aquatic Park, James Kenney Park, G. Florence Park—are clearly a central part of the open space strategy. So is Columbus School, with its adjacent playground and park space. The parks outside West Berkeley which West Berkeley residents can most easily access—especially the parks currently being developed on the Waterfront—are also visual and functional open space resources for West Berkeley and are therefore discussed generally. The bicycle lanes and sidewalks which allow non-vehicular access to the parks, and even the rows of trees which do (or could) link neighborhoods to them are also open space resources. Tree plantings also give character to many West Berkeley neighborhoods, especially residential neighborhoods, and provide environmental relief. Formally, the Aquatic Park Master Plan is incorporated into the *West Berkeley Plan* by reference.

Goal 9

Provide an accessible, aesthetically-pleasing network of green spaces and corridors—that is functional for varied types of users—to visually and physically link parks, creeks, and shoreline to residential and commercial, and light industrial areas.

Policies

- 9.1 Promote extensive tree planting along major streets in West Berkeley, by individuals and organizations in West Berkeley. Focus on long-lived and drought-resistant trees.
- 9.2 Develop pathways and protected lanes for bikes which link to the existing bicycle lanes in Berkeley and link to parks, commercial areas, and community facilities.
- 9.3 Provide sidewalks for pedestrians which provide adequate, safe access to parks.
- 9.4 If community residents are supportive at the time opportunities arise, acquire additional neighborhood parks if possible, especially south of University Avenue.
- 9.5 Promote the utilization of school playgrounds as neighborhood serving parks, to the extent consistent with their functions for schools.
- 9.6 Upgrade facilities, maintenance, and security in existing neighborhood parks to improve utilization.
- 9.7 Encourage early implementation of the Aquatic Park Master Plan, especially improving access to the Park for pedestrians and bicycles.
- 9.8 Design the sound wall along I-80 to allow views toward Berkeley and from Berkeley toward San Francisco, if feasible, while still buffering the noise of the freeway from Aquatic Park.
- 9.9 Improve physical and visual access to the Marina area, to Aquatic Park, and to shoreline parks.
- 9.10 Improve the visual character of Berkeley as seen from the Freeway—in a manner suitable for the adjacent industrial districts and parks—with additional landscaping and controlled signage.
- 9.11 Improve the usability of and access to Codornices Creek and explore opportunities for uncovering other creeks in the area.
- 9.12 Encourage the retention of existing trees in front yards in residential areas in West Berkeley.

V. IMPLEMENTATION MEASURES

A. Urban Design Implementation Measures

Note: Please see the Transportation Element for implementation measures related to transportation projects and programs, such as those outlined under Goal 2.

Activities Already Underway

1.1 Redevelopment Area Public Improvements—Improve sidewalks, street trees, and streets within the Redevelopment Project Area, with the goal of linking area residents to the 4th St. commercial district. The project is underway, with some sidewalk work and wells for tree planting having been done.

Goals and Policies Implemented: Goal 2, Policy 2.7; Goal 8, Policy 8.2; Goal 9, Policy 9.1

Responsibility: Berkeley Redevelopment Agency with City Planning Department

Funding Sources: Redevelopment Tax Increment

1.2 Soundwall Design and Construction Monitoring—Work with CALTRANS to assure that the soundwall planned along Aquatic Park—to buffer it from the Freeway—is constructed in a timely and aesthetically pleasing manner. The City Council has conceptually approved this activity.

Goals and Policies Implemented: Goal 9, Policies 9.7, 9.8

Responsibility: City Planning Department with Public Works (Traffic Engineering)

Funding Sources: CALTRANS

1.3 Newsrack Ordinance—Explore the feasibility—given both aesthetic and First Amendment concerns—of an Ordinance regulating the placement and design of newsracks. Implement the Ordinance in commercial districts which have newsrack congestion. The City Council has requested that such an Ordinance be developed.

Goals and Policies Implemented: Goal 1, Policy 1.3

Responsibility: Finance Department (License and Collections)

Funding Sources: Existing operating funds.

1.4 Train Station Design Concept (see Transportation Element for description) City has applied for state funding to upgrade existing facility.

Goals and Policies Implemented: Goal 2, Policy 2.4

Responsibility: City Planning Department, with Redevelopment Agency

Funding Sources: Capital funds from state rail bonds.

1.5 Facade Improvement Program—Seek funding to develop a facade and signage improvement program, particular for commercial streets such as San Pablo Ave., perhaps similar to programs which have operated in South Berkeley. Funds for this program on

University Ave. have been set aside by the City Council. This program could operate in conjunction with overall small business assistance programs.

Goals and Policies Implemented: Goal 1, Policies 1.6, 1.9; Goal 8, Policies 8.1, 8.2

Responsibility: Community Development Department with City Planning Department

Funding Sources: None currently identified. Possible sources include Redevelopment Tax Increment (in Redevelopment Areas), Economic Development Administration, State Historic Preservation Office (see item 2.1)

Other Recommended Urban Design Activities

Studies and Plans

1.6 4th St. Area Strategic Plan—Develop a Strategic Plan for the 4th & Hearst/University commercial node. This Plan should provide an economic development strategy linked various elements planned for the district, including consolidated parking, an improved train station and additional retail stores. It should also discuss how these elements should fit together physically, relate to existing uses, and to other new facilities, such as possible new access to the Marina/Waterfront.

Goals and Policies Implemented: Goal 1, Policies 1.1, 1.2, 1.6, 1.7, 1.8, 1.10; Goal 2, Policies 2.1-2.5

Responsibility: City Planning Department

Funding Sources: Not yet identified. Redevelopment Tax Increment may fund partially.

1.7 Development of Design Guidelines for various areas—Develop design guidelines to provide direction to builders, and to provide a framework of policies for implementation of the Design Review Ordinance in various locations. Treat San Pablo Ave.—especially commercial nodes—as the first priority locale for these guidelines.

Goals and Policies Implemented: Goal 1, Policies 1.1, 1.4, 1.6-1.11;

Responsibility: City Planning Department

Funding Sources: Not yet identified.

1.8 Gateway Improvement Studies—Study the gateway and entry corridors, to assess how their character might be best highlighted.

Goals and Policies Implemented: Goal 3, Policies 3.1-3.6

Responsibility: City Planning Department

Funding Sources: Not yet identified.

1.9 I-80 Corridor Visual Improvement Study—Develop a plan to improve the appearance of the Freeway (especially north of University Ave.) from West Berkeley, and West Berkeley from the Freeway, recognizing the industrial character of the area.

Goals and Policies Implemented: Goal 9, Policy 9.10

Responsibility: City Planning Department

Funding Sources: Not yet identified, possible partial funding from Redevelopment Tax Increment.

1.10 **Billboard Amortization**—Analyze the legal framework for, and assess the cost of, removing billboards from San Pablo Ave., and possibly other locations.

Goals and Policies Implemented: Goal 1, Policy 1.6

Responsibility: City Planning Department

Funding Sources: Not yet identified.

Ordinance and Regulatory Changes—Urban Design

1.11 **Zoning Ordinances Changes for and between Nodes**—Amend the Zoning Ordinance to require ground floor uses on commercial street frontage in West Berkeley be retail and to provide incentives for residential/retail construction. Explore whether there are appropriate locations between commercial nodes where San Pablo Ave. could be zoned exclusively for residential use, without creating extensive non-conformities.

Goals and Policies Implemented: Goal 1, Policies 1.1, 1.4, 1.8

Responsibility: City Planning Department

Funding Sources: Part of West Berkeley Plan Zoning Ordinance revision.

1.12 **Sign Ordinance Amendments**—Amend the Citywide sign Ordinance so that it is consistent with current design review policies on permissible and appropriate signs.

Goals and Policies Implemented: Goal 1, Policy 1.6

Responsibility: City Planning Department

Funding Sources: Not yet identified

Ongoing Activities

1.13 **Review of Major Public Improvements**—Review the design impacts of any major public improvement projects (e.g. changes to major streets) to assure that they support West Berkeley Plan design goals.

Goals and Policies Implemented: Goal 1, multiple policies

Responsibility: City Planning Department, Public Works Department

Funding Sources: Project Funding

B. Historic Preservation Implementation Measures

Activities Already Underway

2.1 **Designation as Certified Local Government**—Apply to State Historic Preservation Office for certification as a Certified Local Government. Gives City greater role in applications for National Register of Historic Places, can make City eligible for funding sources.

Goals and Policies Implemented: Goal 1, Policy 1.9; Goal 5, Policy 5.2, Goal 8, Policy 8.1

Responsibility: City Planning Department

Funding Sources: No funding required for application, however, designation may require City expenditure to undertake historic surveys—funding sources not yet identified.

Priority for Initiating Action

2.2 **Completion of West Berkeley Historic Survey**—Assist Berkeley Architectural Heritage Association in the completion of the West Berkeley Historic Buildings Survey.

Goals and Policies Implemented: Goal 5, Policy 5.2

Responsibility: City Planning Department

Funding Sources: Not yet identified

Other Recommended Activities

2.3 **Research for Landmark Designation on State Historic Resources Inventory buildings**—As a priority for West Berkeley landmark designation, research and review information on the 112 buildings on the Inventory, and determine which should be designated as landmarks.

Goals and Policies Implemented: Goal 5, Policy 5.1

Responsibility: City Planning Department

Funding Sources: Staff time from Landmarks staff. Interns and volunteers possible source of additional assistance.

2.4 **Historic signs program**—Install signs at historic buildings and sites, particularly those in commercial nodes.

Goals and Policies Implemented: Goal 4, Policies 4.2, 4.3

Responsibility: City Planning Department

Funding Sources: Not yet identified

2.5 **Elementary educational program**—Work with Berkeley Unified School District to develop programs for students on Berkeley architectural and social history, to complement existing curricula and raise student awareness of Berkeley history.

Goals and Policies Implemented: Goal 4, Policies 4.1, 4.3

Responsibility: City Planning Department

Funding Sources: Not yet identified

2.6 **Heritage Area Designation**—Designate appropriate areas as Heritage Areas. Develop guidelines for rehabilitation and new construction within them if and when residents support such an effort.

Goals and Policies Implemented: Goal 4, Policy 4.1; Goal 6, Policy 6.3

Responsibility: City Planning Department

Funding Sources: Not yet identified

C. Open Space Implementation Measures (see also *Aquatic Park Master Plan*)

Activities Already Underway

3.1 **Codornices Creek Regulation and Improvement**—Work with the University of California and private developers on its site and others which abut Codornices Creek to assure that the City's Creek Ordinance regulating development along creeks is respected,

and to gain improvements to the Creek and adjoining properties.

Goals and Policies Implemented: Goal 9, Policy 9.11

Responsibility: City Planning Department, University of California, private developers

Funding Sources: Private developers, as part of site developments.

Priority for Initiating Action

3.2 Tree Planting Program—Facilitate the planting of trees in residential areas, along major traffic corridors, in areas needing additional identity highlighting, and in other appropriate locations. Work with neighborhood and civic organizations—through the provision of technical assistance, information, and other means—churches, businesses, and other interested parties to implement planting. Trees used in various locations should be carefully selected for appropriateness, and should not impair security efforts.

Goals and Policies Implemented: Goal 8, Policies 8.1, 8.2; Goal 9, Policy 9.1, 9.10

Responsibility: Community Development Department with City Planning Department

Funding Sources: Ongoing City program, Redevelopment Tax Increment, private foundations

Other Recommended Activities

3.3 Aquatic Park Access Improvements: Improve access to Aquatic Park, both at existing entrances (such as Addison St.) and recommended new entrances, such as Channing Way and Heinz St. Work with parties such as the Southern Pacific Railroad to overcome obstacles to creating crossings across the railroad.

Goals and Policies Implemented: Goal 9, Policy 9.7

Responsibility: Public Works (Parks/Marina) with Public Works/Traffic Engineering and City Planning

Funding Sources: Not yet identified

3.4 Other Aquatic Park Master Plan Improvements—Implement the other recommendations of the Aquatic Park Master Plan including creation of a children's play area, improvement of the bird/wildlife refuge, introduction of concessions, expansion of marshes, and other actions.

Goals and Policies Implemented:

Responsibility: Public Works (Parks/Marina)

Funding Sources: Not yet identified.

3.5 Neighborhood park Improvements/additions—Plan and seek funding to improve facilities and services at neighborhood parks, including parks on School District land, particularly G. Florence Park. If opportunities and funding arise, develop additional neighborhood parks, particularly south of University Ave., paying careful attention to residents concern about security problems in parks.

Goals and Policies Implemented: Goal I, Policies 9.4-9.6

Responsibility: Public Works (Parks/Marina), Berkeley Unified School District

Funding Sources: Not yet identified

5

TRANSPORTATION

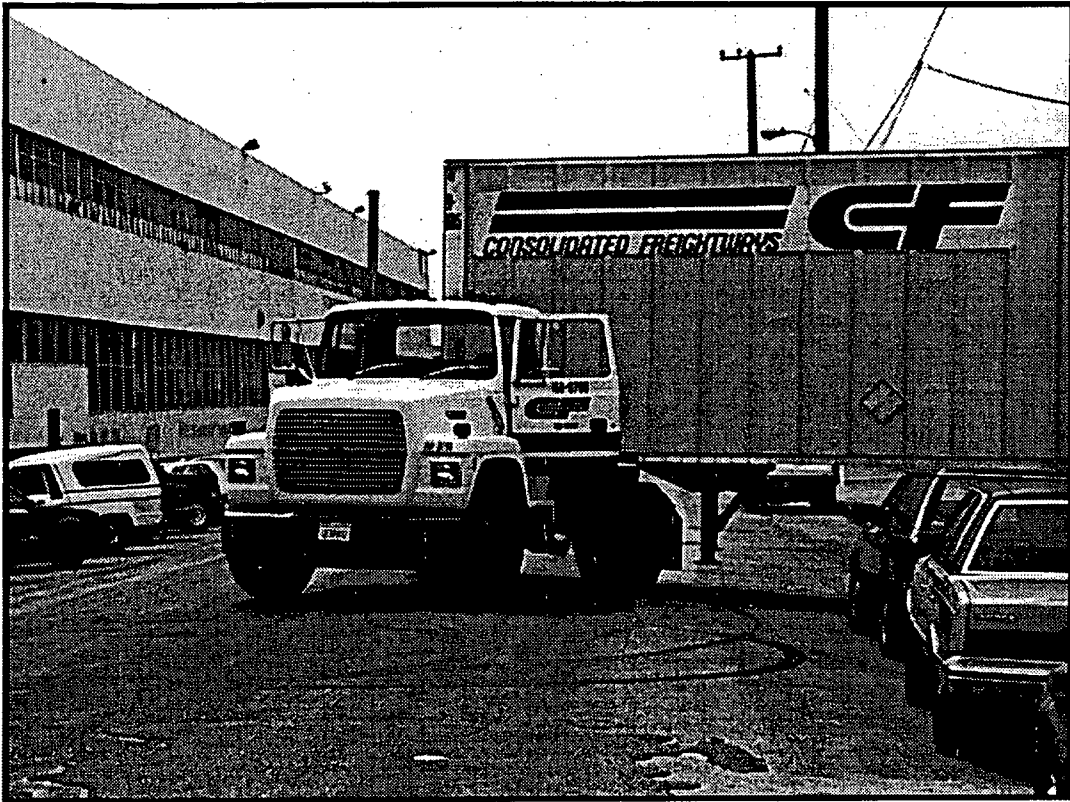
I. STRATEGIC STATEMENT

As West Berkeley grows and evolves, its need for efficient and environmentally sound transportation increases. Intensification of land uses—the conversion of formerly industrial sites to other uses—has strained the West Berkeley street and road system. Traffic congestion has become a serious problem along some streets and at some major intersections. Parking is adequate in many areas, but newly developed commercial and retail areas are beginning to experience shortages. The level of transit ridership in West Berkeley is lower than other parts of the City, reflecting both the historical ease of parking there and the relatively poor transit service. As an area with a high rate of solo commuting, the West Berkeley industrial and commercial area contributes more than its “share” to automobile generated air pollution.

This Element, in conjunction with the Land Use and Environmental Quality Elements, presents a strategy for maintaining and improving both the efficiency and environmental soundness of transportation in West Berkeley. The Element foresees a West Berkeley where the automobile is less dominant. The Element seeks a balance between the moderate growth policies of the Preferred Land Use Concept and the City’s long term goals to limit street expansion and to accommodate growth through expanded transit use and other non-automobile transportation. The Economic Development Element’s goal of increasing the proportion of Berkeley resident workers would if successful also reduce the proportion of single occupant auto drivers. This Transportation Element seeks:

- First of all to reduce the use of single occupant automobiles, with improvements in public transit and private transit like employer shuttles, bike routes, and pedestrian access. This is both a transportation and an air quality strategy.
- Minimize traffic congestion without creating the incentive for additional auto travel.
- Sensitively improve the street system to reduce congestion and to accommodate current traffic patterns and changes in land use patterns.

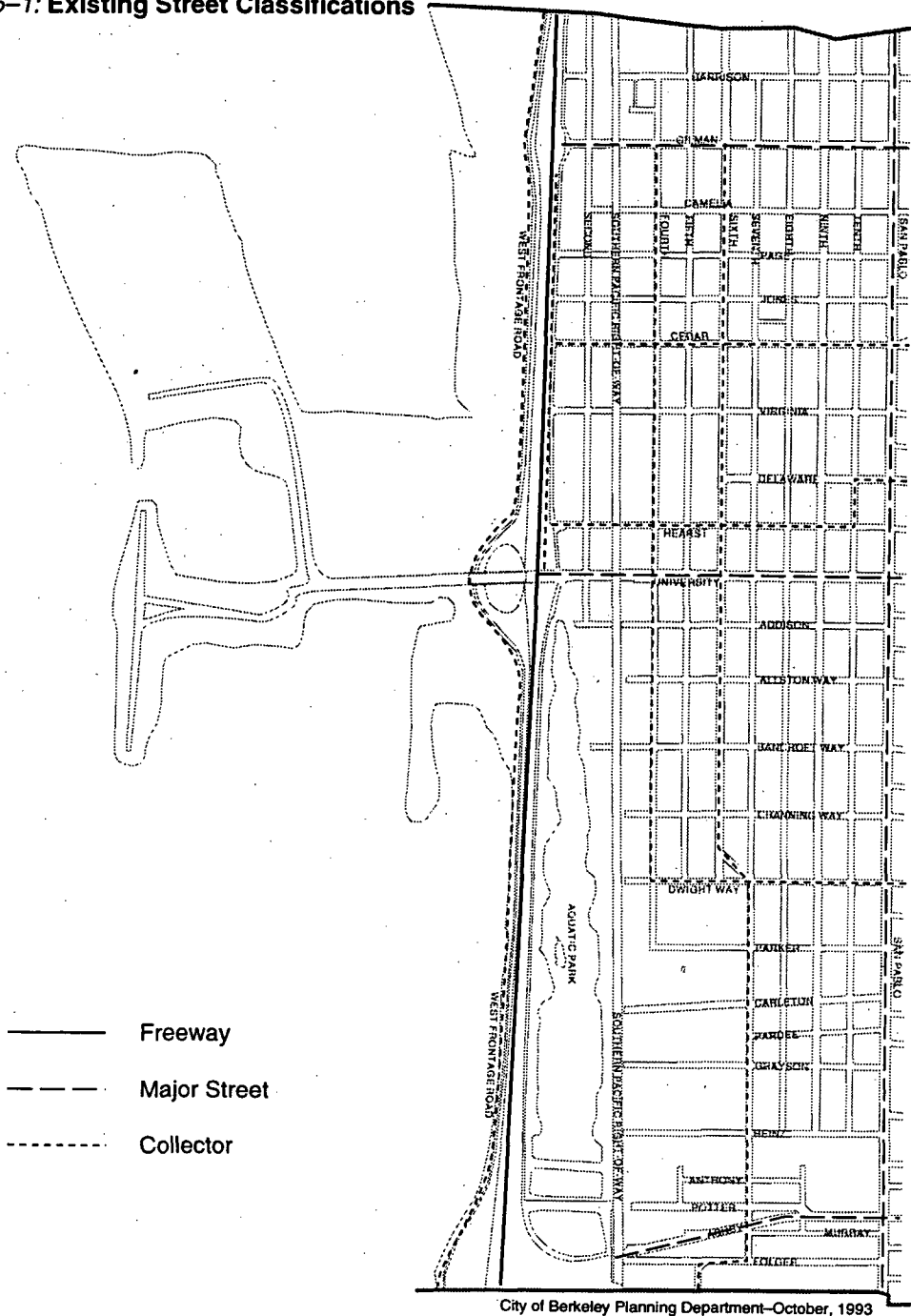
- Protect local residential streets from through traffic.
- Maintain adequate parking consistent with the goal of reducing commuting by automobile.



II. BACKGROUND

The goals and policies in this element are best understood in the context of the current transportation situation in West Berkeley. This section discusses the circulation system, including both streets and other transportation networks, the travel patterns of West Berkeley commuters, traffic growth and the causes of congestion, and anticipated changes which will have an impact on the West Berkeley transportation system. This section also discusses the concept of "Level of Service", one of the principal ways the City and community can keep track of changes in the transportation system.

Figure 5-1: Existing Street Classifications



A. The West Berkeley Circulation Network

West Berkeley has the most varied circulation system of any area of the city. Within the limits of West Berkeley are a major freeway, two state highways, major and minor local streets, a rail line carrying both freight and passengers, as well as many local spurs, sidewalks and bikeways. In addition to automobiles, the street system serves a substantial volume of truck traffic, buses and transit vans. The numbers of pedestrians and bicyclists, although small compared to other sections of town, are growing as West Berkeley changes.

Streets and Roads

West Berkeley's roadways are classified as follows:

Freeways—Interstate 80,

Major streets—San Pablo Ave., Gilman St., University Ave., Ashby Ave.,
Dwight Way.

Collectors—Eastshore Hwy., 4th St., 6th-7th-Hollis, Cedar St., and Hearst-
Delaware

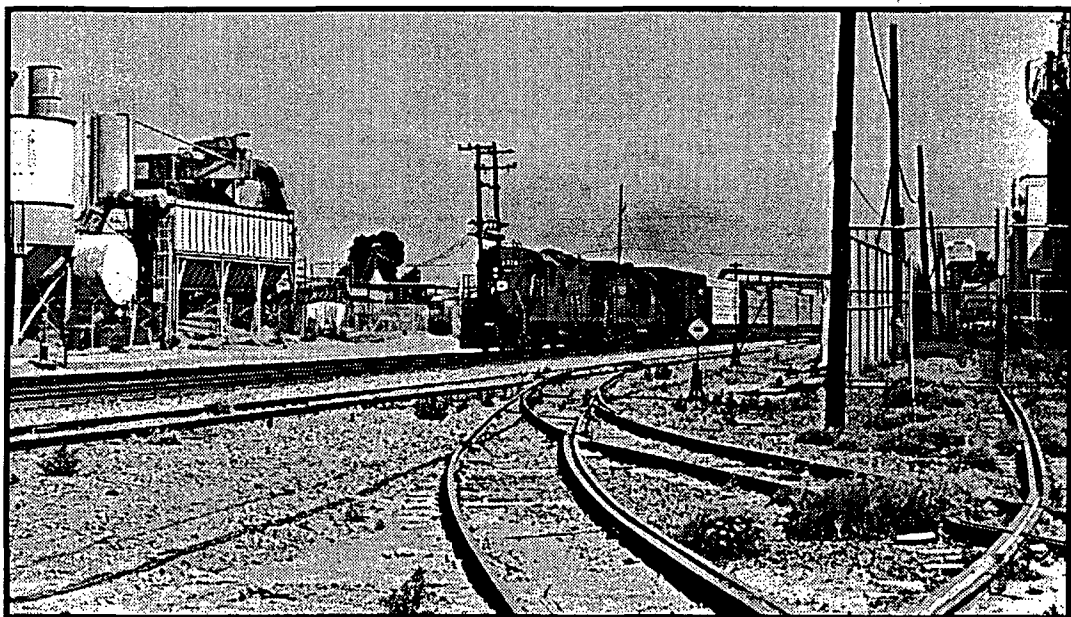
Local streets—remaining streets.

The Freeway, major streets, and collectors are mapped on Figure 1. In addition to their status as major streets in the City's classification system, San Pablo Ave. and Ashby Ave. are both designated State Highways. San Pablo is State Route 123, Ashby is State Route 13. Because they are State Highways, the California Department of Transportation (Caltrans) controls many key decisions affecting these streets, such as the installation of signals and crosswalks. As state highways, the state pays for the maintenance and improvement of 123 and 13. The removal of Ashby from the State Highway system was a stated goal of the City's 1977 Master Plan and is currently the subject of a feasibility study to determine the long term costs and benefits to the City.



Parking

Parking is not technically part of the circulation network, but is obviously necessary if an automobile circulation network is to function. The historic absence of a parking problem is suggested by the fact that until the 1980's there was no parking requirement for West Berkeley development. Recently, however, with intensified retail and other development, areas with potential parking shortfalls have been identified in West Berkeley. These are 2 very successful retail areas—4th & University and 7th & Ashby, along with the 7th & Parker industrial/office area. The City, along with property owners in the effected areas, has begun to explore possible solutions to the shortfalls. As West Berkeley continues to develop, City policy must balance reasonable parking needs with pursuit of a policy which will not attract excess cars, exacerbating traffic congestion.



Rail Service

The Southern Pacific railroad tracks are an important non-highway circulation element in West Berkeley. They serve primarily as a freight route, but also carry S.P.'s passenger trains running north to Oregon and Washington, east to Chicago, and South to Southern California. In addition to long haul trains to these destinations the line serves several short haul services to Sacramento. Only the short haul services stop in Berkeley, near 3rd and University.

The railroad restricts access in the northern part of West Berkeley, with University, Hearst, Virginia, Cedar, Camelia, and Gilman being the only streets that cross it, while other streets do not. West Berkeley is also filled with rail spurs once serving individual plants and industries. Now many, but not all, of the spurs are unused, but the abandoned tracks present a real hindrance to pedestrian and bicycle travel, and an inconvenience to cars and trucks.

Transit and Shuttles

West Berkeley's transit service has improved, but it remains among the poorest of any economically active area of Berkeley. AC Transit operates frequent service along University Ave. (route 51) and San Pablo Ave. (#72). Other lines run less frequently — Gilman/6th St. (#9), Ashby Ave. (#6), Dwight Way (#65), and San Pablo/Cedar St. (#52). There is no all day bus along job-rich 7th St. south of Dwight. Routes 9, 51, and 65 converge at the Berkeley rail station, though waiting arrangements are poor. There is no BART station in West Berkeley and no bus line which goes from West Berkeley to the North Berkeley BART station, the station closest to much of West Berkeley. There are buses from (south) West Berkeley to Ashby BART and (north and central) West Berkeley to Downtown Berkeley BART. To go from most West Berkeley locations to most other East Bay locations by transit requires at least one transfer and sometimes more. In addition, recent gains in AC Transit service may erode, as the agency faces a funding shortfall of up to \$18 million in its 1992/93 budget of \$100 million.

There is some privately provided transit service in West Berkeley. A few large employers (for example, Kaiser and Miles) provide shuttle service for their employees to BART stations. A voluntary organization of employers, the Gateway Transportation Management Association (TMA) is working to expand and improve this service and well as to find other ways for employers to work cooperatively to solve transportation problems. In August, 1993, the City received a grant from the Air Quality District to initiate a shuttle that would connect several large employers to BART.

Frequent transit service geared toward commuters is currently limited to buses although business travelers are beginning to use the new San Jose-Sacramento service which stops in Berkeley.

Bicycle and Pedestrian Circulation

Outside of a few enclaves (notably around 4th & Hearst, and San Pablo & University), West Berkeley could not be called bicycle or pedestrian-friendly. Large streets with heavy traffic and (generally) few street trees do not invite the walker or the cyclist.



The entrances to Aquatic Park are somewhat obscure, and the pedestrian/bicycle crossing to the Marina across I-80 is difficult to follow and potentially hazardous. In some cases sidewalks are narrowed or absent. Paving is often poor, and negotiating railroad tracks (abandoned or operating) can be difficult.

At present, designated bikeways are limited to 9th St. north of Dwight, Bancroft and Channing Way, and Gilman St. The 1977 Master Plan envisions the existing bikeway network expanded to Aquatic Park, as well as linked by shore-

line trails to North Waterfront Park. A study proposing revisions of the bikeway system in West Berkeley and throughout the city is expected in late 1993.

The City has begun to take action, particularly in the Redevelopment Area (bounded by University, Cedar, I-80, and 6th St.), to improve the pedestrian environment. The Agency plans to plant street trees along those major streets in the Area which do not already have them. It is also planning to designate parts of 5th and 4th St. as a "pedestrian pocket", and will install sidewalks on the parts of 5th St. which do not have them.

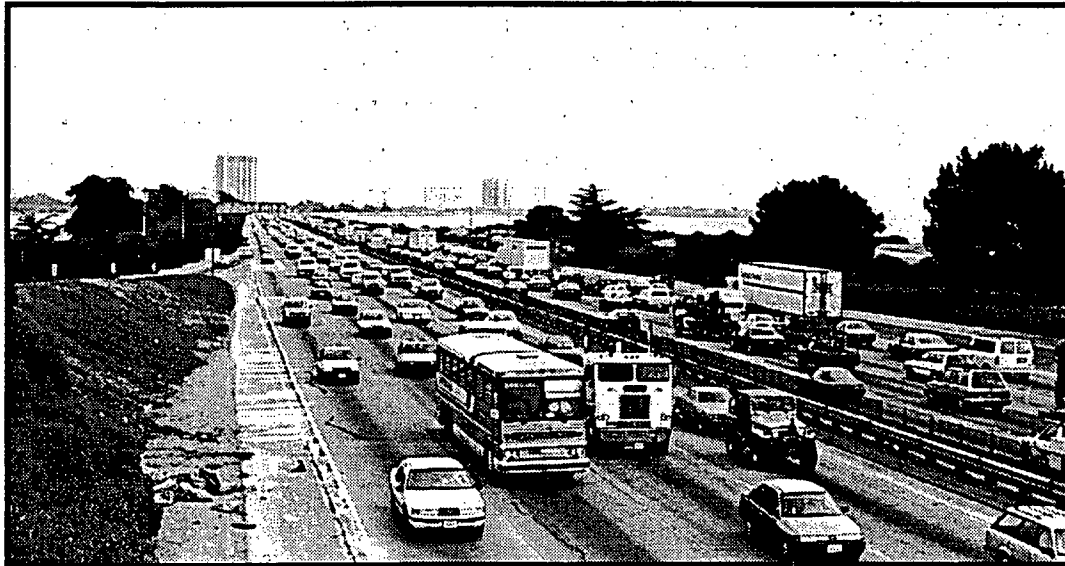
B. Potential Changes to Transit Service and the Circulation Network by Regional Agencies

Several important changes can be anticipated around West Berkeley in the next few years. First, Caltrans has begun a major project to add a High Occupancy Vehicle (HOV) lane on I-80 in each direction from the Bay Bridge to Route 4 in Richmond. Although the City has not succeeded in forcing Caltrans to redo the 1984 EIR studying the impacts of the project, the City's continued pressure has caused major changes in the project. One significant change is that the lanes are to be designated for high occupancy vehicles all day—not just at the peak hours. Construction on I-80 may require San Pablo Ave. to take additional load during a 3-4 year construction period, although no freeway lanes will be closed during the construction. Caltrans has worked with the cities and counties on the corridor to develop improvements and expanded transit service to help mitigate any negative impacts the construction will have. In addition a "mobile commute store" along the lines of a catering truck will be providing transit information and tickets to West Berkeley workers as part of the I-80 mitigation's.

West Frontage Road will be significantly changed in the next few years. It will be reduced from three lanes to two and the extra space used to create a bicycle/pedestrian path completely separate from traffic. The intersections at Ashby, University, and Gilman with West Frontage Road will remain largely unchanged so it should be capable of carrying as much traffic as it does now—although at a slower speed.

Rail service on the Southern Pacific line has increased. The "Capital Rail Service" recently added four daily trips between Sacramento and San Jose. There is interest in establishing frequent service aimed toward commuters on this line, although there is no current funding for it. Frequent commuter trains would have both a positive and negative impact on West Berkeley, in that it would provide transit service to West Berkeley but would also further disrupt the existing street system.

Two developments at AC Transit may have an effect on West Berkeley. First, as discussed above, AC's precarious operating budget may mean that there will be cutbacks on current bus service to West Berkeley. This would make it difficult to achieve the plan objective of reducing auto traffic. On the other hand, AC is also studying eventual electrification of some of their more heavily used corridors—San Pablo Ave. among them. Electrification could offer more frequent and convenient service but it is unlikely to be implemented within the next decade even if found to be feasible. Some kinds of electrification (like the light rail line recommended for San Pablo Ave. might require replacing one or more auto lanes. In addition to the electrification of AC's lines, regional



agencies will be looking at the possibility of re-electrification of lines across the Bay Bridge.

The Metropolitan Transportation Commission—in a region wide study of potential ferry routes—recommended that ferry service be established from West Berkeley (Gilman St.) to San Francisco. The study in fact cited Berkeley as the location which has the greatest potential for ferry commuting of any new site in the Bay Area. Gilman St. was chosen because of the presence of Caltrans owned parking lots, and because the proximity of Golden Gate Fields would encourage “reverse commuter” ridership to the horse races. A great deal of fundraising, planning, and environmental assessment will need to be done if this recommendation is to become a reality.

Not all of these projects and ideas will come to fruition. However, if only a few do it will change the transportation system in West Berkeley significantly.

C. West Berkeley Commuting Patterns

Analysis of West Berkeley commute patterns is hampered by the fact that the most recent available comprehensive data for West Berkeley specifically is from the 1980 Census (1990 data is available for the city as a whole). That data suggests that people working in West Berkeley live farther away from their jobs than other Berkeley workers, and that they are more likely to drive alone to their jobs than other Berkeley workers. While slightly over half of all Berkeley workers (54%) drove alone to work in 1980, in West Berkeley over 2/3 did (68%). Berkeley and Albany residents represented a mere 18% of the West Berkeley workforce, but 39% of the Citywide total. West Berkeley conversely drew a greater proportion of its workforce (than the city as a whole) from other parts of the Bay Area—Western Contra Costa County, Southern Alameda County, San Francisco, etc. West Berkeley workers were more likely to carpool than overall Berkeley workers (21% vs. 16%). Thus only 11% of West Berkeley workers took transit, biked, or walked to their jobs, compared to 30% of Citywide workers.

This difference in residence in significant part explains the greater propensity to drive alone to West Berkeley. Local residents are far more likely to walk, bike, or take

transit to work than are residents of farther away cities. However, this difference is not as great in West Berkeley as in better transit served parts of the city such as Downtown. West Berkeley is also relatively easy to drive to—just off the freeway, with free parking often awaiting the worker at the jobsite. Transit is relatively difficult—no BART station, transit lines connecting only to a few points. Thus efforts to improve the West Berkeley commute pattern must seek to both increase local employment, and shift the mode of commuters.

D. Traffic and Congestion

Traffic Growth

Traffic in West Berkeley has increased in recent years. Between 1977 and 1987, traffic increased in varying amounts along virtually every West Berkeley Major Street. In addition demolition of the Cypress structure has changed traffic patterns, apparently adding traffic on San Pablo Ave. and other major north-south routes. Traffic generally increased faster in West Berkeley than in other parts of Berkeley, both because streets in other parts of the City were already full and because West Berkeley is changing faster than other parts of town.

There are several reasons for the growth of traffic in West Berkeley. Car ownership and auto use have increased everywhere in California, including all of Berkeley. These effects are related largely to social and economic factors, including such diverse changes as increased household income, the entrance of women into the workforce, and the dispersal of workplaces to the suburbs.

Simple population growth in the Bay Area—in Emeryville, in Richmond, and other cities, especially those along the I-80 corridor—is another cause of increased traffic. The approximately 35% increase of traffic along I-80 is a particularly clear indicator of

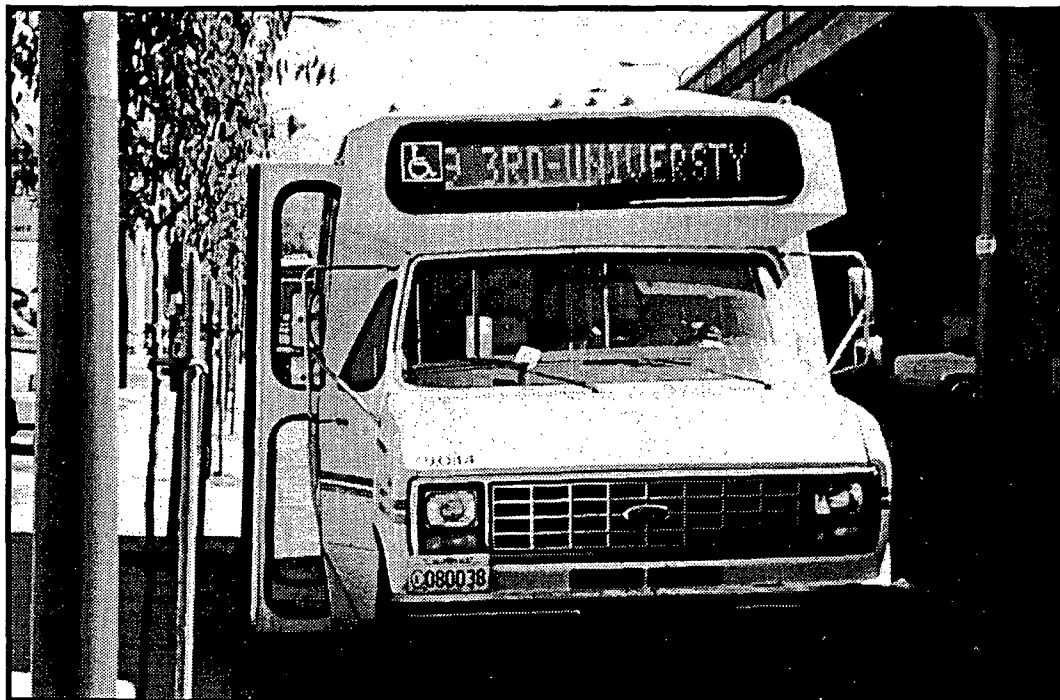
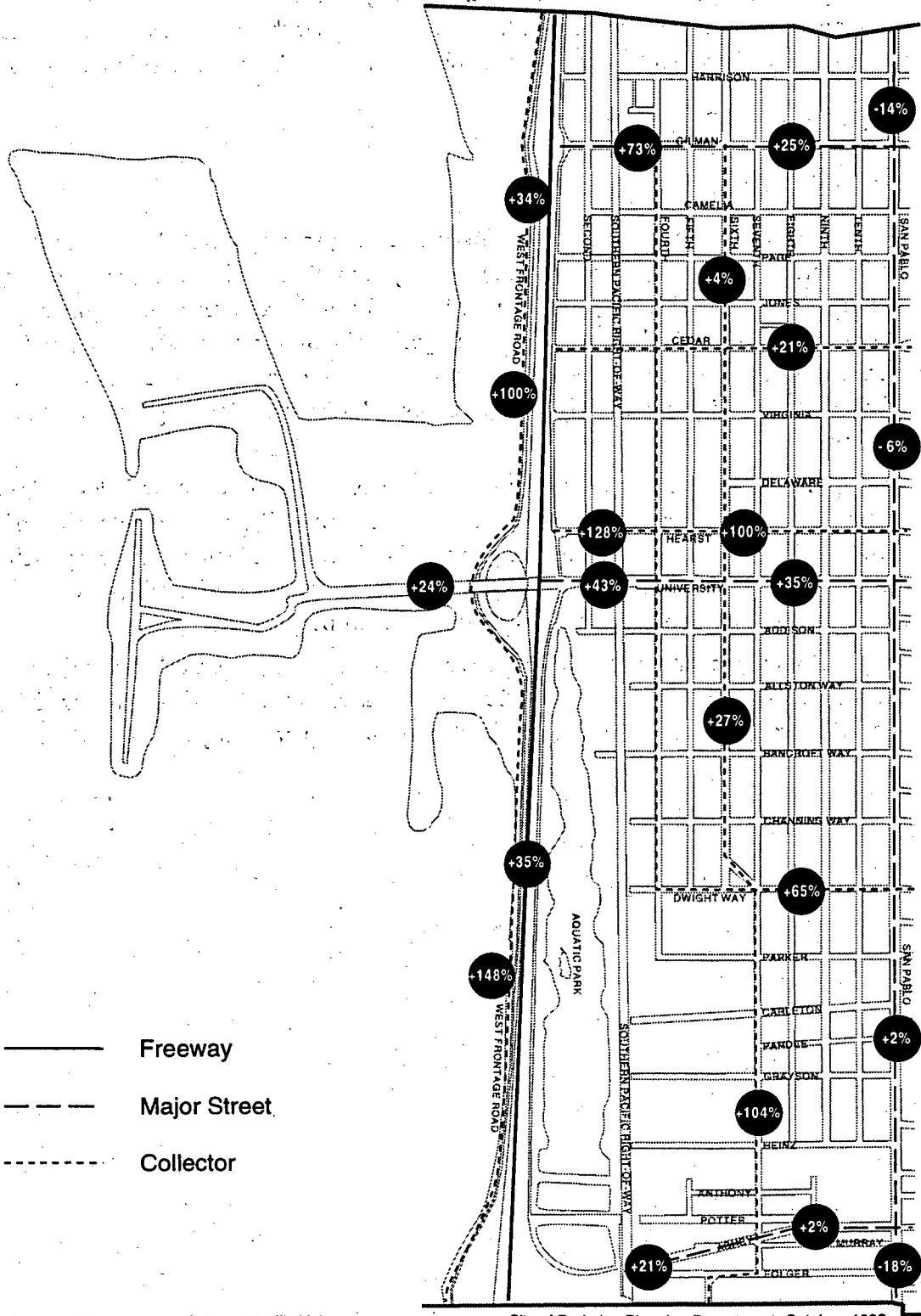


Figure 5-2: Average Daily Trips, Percent Increase 1977 - 1987



Source: 1977 and 1987 Caltrans Traffic Volumes

City of Berkeley Planning Department—October, 1993

regional effects, although other streets are impacted by it as well.

Intensification of land use in West Berkeley is another reason, particularly for traffic growth in local areas such as 4th & Hearst. As figure 2 indicates, Hearst St. west of 6th experienced an 128% increase in traffic from 1977 to 1987, far above the increase on most streets. The doubling of traffic on 7th St. south of Dwight presumably results from both commercial growth around 7th & Ashby and activity in Emeryville, particularly along the Hollis St. corridor.

Regional growth is likely to continue to contribute to traffic growth. Between

Table 5-1: Level of Service, Major West Berkeley Intersections, P.M. Peak Hour

Intersection	Type of Traffic Control	Level of Service
7th & Ashby	Traffic Signal	E
Ashby & San Pablo	Traffic Signal	F
7th & Dwight	Traffic Signal	D
Dwight & San Pablo	Traffic Signal	C
6th & University	Traffic Signal	D
Eastshore & Gilman	Stop Signs	E
6th & Gilman	Traffic Signal	B
Gilman & San Pablo	Traffic Signal	D
I-80 southbound & Ashby	Ramps, Stop Signs	F
West Frontage & Ashby	All Way Stop Signs	F
I-80 southbound at Gilman	Ramps, Stop Signs	F
I-80 northbound at Gilman	Ramps, Stop Signs	A
6th & Cedar	Traffic signal	B

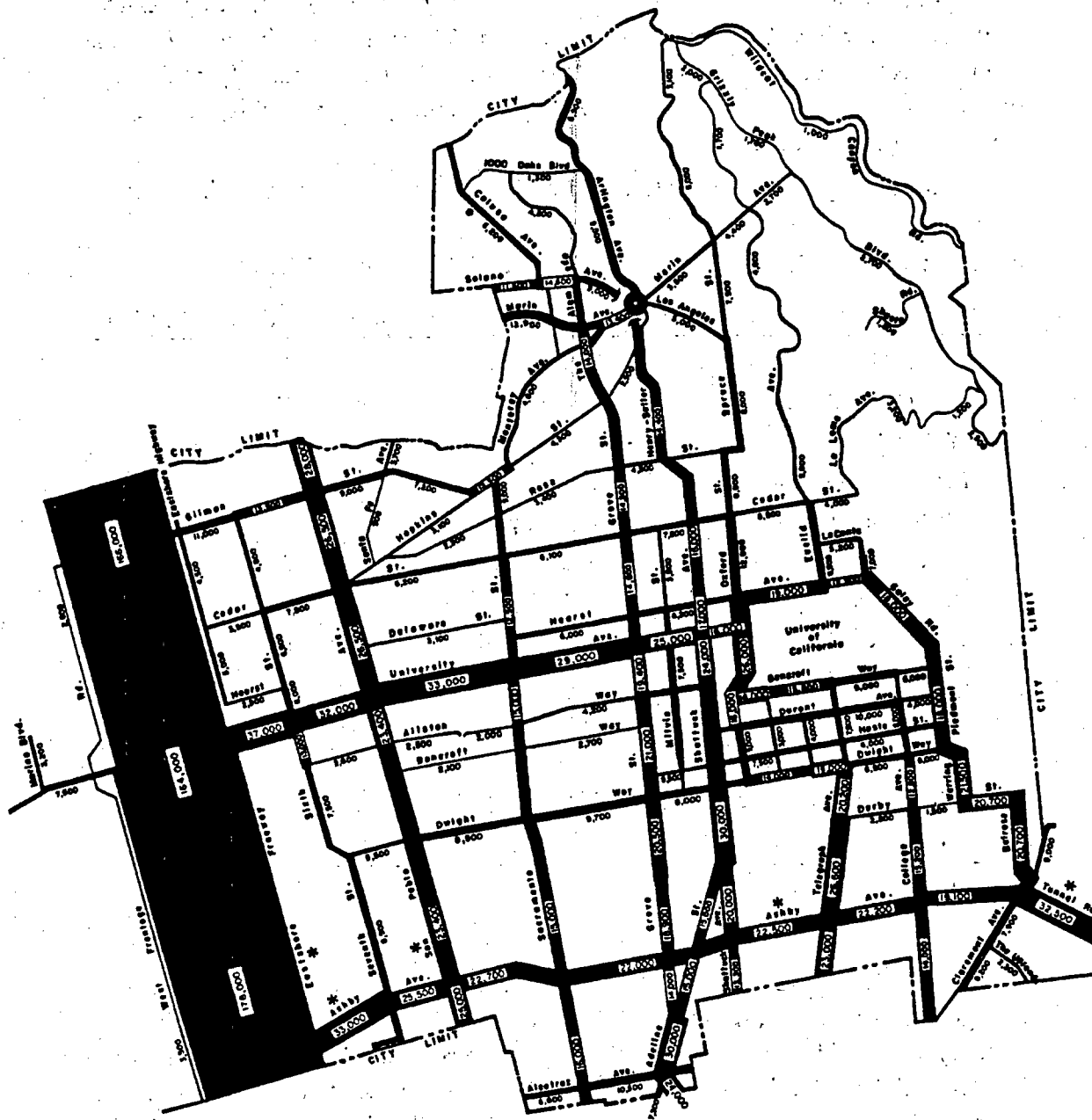
Source: West Berkeley Plan EIR

1985 and 2010, the Association of Bay Area Governments (ABAG) projects a 39% increase in regional population (223,000 additional residents) along the I-80 corridor from Berkeley to Fairfield. Over the same period, ABAG projects a 43% increase in employment (96,000 additional jobs) in this corridor. In Berkeley's immediate vicinity, Emeryville plans to add hundreds of thousands of square feet of retail and office space immediately south of Powell St. Plaza and on Catellus land in southern Emeryville (and West Oakland), and hundreds of housing units at the former Del Monte Cannery on Powell St. The Albany Waterfront, currently largely occupied by Golden Gate Fields, is a very large site which may well experience more intense development, although plans are not yet determined. Figures 5-3 and 5-4 relate to the growth in traffic in Berkeley since 1977.

Operation of West Berkeley Intersections

Whenever a major project is proposed, whenever Caltrans proposes changing signalization on a state highway, whenever an EIR is done (including for the *West Berkeley*

Figure 5-3: 24 Hour Traffic Volumes, 1977





Plan), Level of Service Calculations are made for affected intersections. Through information gathered in this way we know that there are a number of intersections in West Berkeley which are already operating below the desirable Level of D (see next section for explanation), at least at their peak hour of afternoon traffic (although not necessarily other times). There may be others, as yet unstudied, which are also operating at E or F.

City Action against Congestion—Opportunities & Constraints

While the City can and does seek to minimize traffic congestion, there are important limitations on its ability to do so. The City has the most direct control over the portion of traffic growth which comes from new development in Berkeley. Control over traffic growth resulting from development elsewhere or from increasing levels of car ownership and usage is very indirect.

There are several ways municipalities attempt to control congestion. One way is to control congestion by increasing the capacity of the street system to keep up with projected increases in traffic or development. Another way is to seek to limit traffic growth through limiting development either in quantity or in type to that which produces little or no traffic. Lastly, municipalities can secure “mitigations” from development in the form of agreements to influence employee or client travel behavior away from automobile travel. For West Berkeley, all methods have potential drawbacks.

Increasing street capacity to deal with congestion has soon led many East Bay communities to create giant intersections—often eight to ten lanes across a single leg since multiple turn lanes are a common congestion reliever. The size of these intersections makes pedestrian use impossible or unpleasant and can mean the destruction of surrounding buildings in order to gain space for them. Measure S—a citizen passed advisory measure—opposed street widening as a way to reduce congestion. Berkeley has been very restrained in increasing street capacity through widening.

The City can attempt to check traffic congestion by controlling the level of development in West Berkeley. Indeed, the Preferred Land Use Concept lays out a moderate growth scenario for West Berkeley. The Plan's projections site a potential net

increase of some 1,800,000 square feet (residential and non-residential), on an existing base of over approximately 12,000,000 built square feet. The major traffic impact would come from the 680,000 square feet of projected office and laboratory growth, and the 325,000 square feet of added retail space.

In addition, the City will attempt to mitigate the impact of all traffic producing development through encouraging West Berkeley travelers to use alternatives to the solo automobile. Mitigation agreements are incorporated into new development in several ways—through the EIR process, through permit conditions, or through development agreements. The City's efforts have been strengthened and extended to existing employers through the adoption of a "Trip Reduction Ordinance" requiring that all employers conduct information campaigns about alternative travel modes. In addition, regional air quality regulations will soon require all large employers in the Bay Area to meet goals related to reducing the number of commuters traveling by auto.

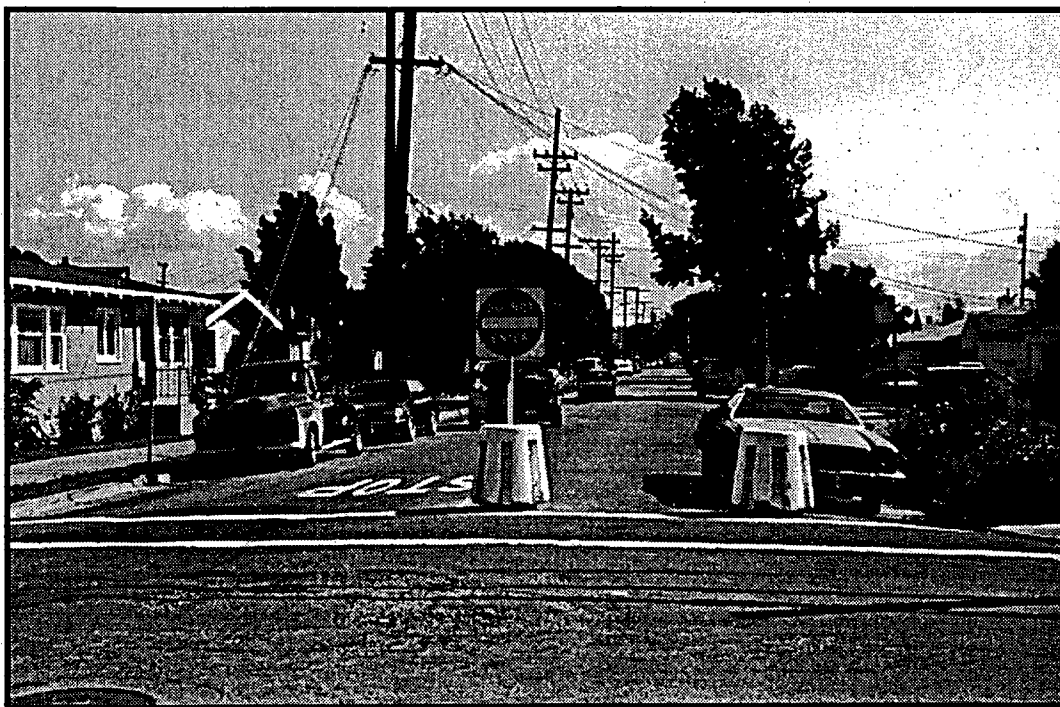
Measuring Traffic Congestion—the Concept of Level of Service

Level of Service (LOS) has become the commonly accepted method for cities and other agencies to keep track of congestion. LOS calculations can be used in many ways including to compare congestion at the same location over time, to compare two locations, to anticipate the operation of a street in the future, and to compare how alternative projects will impact a street system. LOS is analogous to grades in school. Like grades Levels of Service range from A to F (but with E added). Also like grades, there are several different ways to compute Levels of Service and without knowing how two particular Levels Of Service were computed, one cannot know how they really compare.

The interpretation of the meaning of A, B, C, D, E, and F in level of service is less straightforward than the interpretation of school grades.

LOS A represents completely free flow—no impediment to speedy travel. On a freeway it would mean a nearly empty lane; at an intersection it would mean sailing through on the green light nearly all the time. LOS B and C represent slightly more crowded conditions. In all but the least crowded rural areas and suburbs, or least successful commercial districts, it is difficult to build major streets large enough to operate at A, B, or C, at least at the rush hour. LOS D is often cited as a desirable "minimum operating condition" for intersections or streets, and was recommended as a city-wide standard for collectors, arterials, and key intersections in advisory measure S, passed by the voters in 1988. LOS D might be considered the most cost-effective balance between an investment in street capacity and the inconvenience of some delay in travel. LOS E is where an intersection or traffic lane is handling all the traffic it can. In a sense it is the most "productive" Level of Service, although to the individual traveler it can be frustratingly slow. For example, on a freeway, LOS E occurs when traffic is traveling at a steady speed of about 35 miles per hour. LOS E is also unstable and can degenerate to LOS F quickly. Level F is failure, just as in a normal grading system. It represents jammed conditions—stop and go on the freeway, or waiting through several lights to get through an intersection.

In order to make comparisons, traffic engineers have codified the calculation of



Level of Service into equations which include a number of factors, commonly and principally the volume of traffic on a lane or through an intersection, and the configuration of the street or intersection. It is important when making comparisons across time or location that the same equations be used and the factors be interpreted consistently.

It is also important to remember that LOS is a moving target. Automobile drivers are continually seeking uncongested routes. Left to their own devices they soon find alternatives to intersections or road operating at LOS E or F. Thus, roads operating at A, B, C, or D may attract enough traffic to become E or F themselves.

LOS Standards and Measuring Success against Congestion

When the Preferred Land Use Concept was drafted, the goal of the *West Berkeley Plan* Committee was to maintain intersection performance at or above Level of Service D. However, further analysis demonstrated that this goal was infeasible, and not necessarily desirable. Restoring the 9 intersections known at that time to rate below LOS D to a D rating was estimated to cost at least \$3.1 million in 1991 dollars. If other intersections were to be found to be performing poorly, additional costs would be incurred. Most of these projects, since they relieve existing congestion, would have to be paid for with City funds or an assessment on current landowners. In general developers are required to pay to mitigate their contribution to future congestion, or to maintain an existing level of service.

In addition, the likely increases of traffic originating in Emeryville and other communities outside Berkeley may also make it difficult to maintain LOS D. In this regard however, the City will be helped by new state "congestion management" requirements which will require communities to report anticipated traffic impacts on other communities to county Congestion Management Agencies.

For these reasons, the Plan moved to a more nuanced approach. It uses LOS D as a standard for those intersections which are currently performing at or above that level. For intersections already performing below that level, it uses the standard that these intersections not be degraded below LOSE as a result of development in Berkeley, and that intersections performing at F be upgraded to at least E.

III. GOALS AND POLICIES

Goal 1:

Improve traffic flow and air quality by reducing reliance on single occupant automobiles, by encouraging use of alternatives means of transportation

Rationale:

West Berkeley is one of the most automobile-dependent parts of the city. People working in West Berkeley are 30% more likely than their counterparts citywide to drive alone to work. There is no BART station within the area, and no direct transit connection to the nearby North Berkeley BART station. This is a particular problem because of the high proportion of long distance commuters into West Berkeley. AC Transit has improved service, but it is still less extensive in West Berkeley than in other parts of the city. Improvements in transit service, the use of carpooling, and other means of transportation can reduce single occupant automobile trips and air emissions, and perhaps ultimately free land used for parking for other purposes.

Policies:

1.1 Seek trip reduction—reduction of single occupant automobile trips—through a variety of education and regulatory efforts including implementation of a City of Berkeley Trip Reduction Ordinance, cooperation with the Air Quality Management District's transportation control measures, conditions on development and other mechanisms.

1.2 Monitor and regulate (in the policy framework established by the *West Berkeley Plan*) the amount and location of added development, intensified land use, and added parking in West Berkeley so that development in West Berkeley does not exceed transportation system capacity.

1.3 Seek the improvement of AC Transit service to and within West Berkeley, with one objective being the creation of a transit hub at the Berkeley train station.

1.4 Encourage AC Transit to reduce bus emissions

1.5 Encourage transit usage and improve amenities for riders by providing bus stop benches and bus shelters.

1.6 Through the Transportation Management Association, individual companies, and other appropriate mechanisms, improve shuttle service from West Berkeley to BART stations and to Downtown Berkeley.

1.7 Find ways to make information about transit, carpooling, and other alternatives to driving more easily available to West Berkeley workers and residents.

1.8 Take aggressive action to develop an adequate Berkeley train station near University Ave. for San Jose—Sacramento and other long distance service.

1.9 Over the long run, cooperate with Caltrans, the Alameda County Congestion Management Agency, and the Metropolitan Transportation Commission to create direct bus access from Berkeley freeway entrances to any HOV (high occupancy vehicle) lanes it builds.

1.10 Support programs to increase the share of West Berkeley jobs held by Berkeley resident workers, as a means of reducing automobile use (see Economic Development Element).

Goal 2:

Minimize traffic at West Berkeley intersections to the extent consistent with other plan goals and city policies.

Rationale:

Traffic congestion has worsened in West Berkeley in recent years. Deteriorating "Levels of Service" at intersections—showing longer times to pass through the intersection—are indicators of this problem. The deterioration is unsurprising, given that more traffic is attempting to flow through a street system which has received little improvement in recent decades. This traffic stems from Berkeley development and development in neighboring cities, as well as in large part from a regionwide increase in the use of cars. In future years, Berkeley can seek to control congestion through controlling its own development (and seeking to influence to our neighbors'). Street system improvements, however, are constrained both by cost and by long term city policies including our Master Plan and Measure S. Level of Service goals are set for signalized intersections—at unsignalized intersections cars on side streets seeking to turn (particularly left) onto the main street almost inevitably experience waits, generating low LOS ratings. Congestion management must be handled carefully, however, to assure that it does not induce more people to drive alone to and through West Berkeley than otherwise would have.

Policies:

2.1 At those signalized intersections where intersection performance is currently rated at Level of Service (LOS) "D" or better, do not allow intersection performance to fall below LOS D.

2.2 At those signalized intersections where intersection performance is currently rated below LOS "D", prevent these intersections from falling below LOS "E" as a result of development in Berkeley. If intersections are already below "E", take necessary measures to improve performance to at least LOS "E".

2.3 Install and improve traffic control devices such as signals, turn lanes, and turn arrows which will speed and smooth traffic flows along major streets.

2.4 Improve the street maintenance program as a means of facilitating traffic flow.

2.5 Seek to reduce the impact of regional traffic on West Berkeley, by working with Albany, Emeryville, and other cities and agencies.

Goal 3:

Improve the circulation system where necessary, particularly around Ashby Ave.

Rationale:

With streets that were laid out many years ago and properties largely built up, there is little room or reason to change the basic features of West Berkeley's circulation system, the streets themselves. One area where change may be possible is around Ashby Ave., where there is an unusually thin network of streets handling heavier and heavier traffic.

The area surrounding 7th & Ashby, especially the area north of Ashby, has developed rapidly in recent years. The growth of retail stores such as Whole Earth Access, and the creation of offices and laboratories (along with background regional traffic growth) has generated congested conditions in the area. While recent improvements (such as a left turn light at 7th & Ashby) have improved conditions, the circulation system remains poor. 7th St. is the only through street (and the only signalized street) which intersects Ashby between the Freeway and San Pablo, placing a heavy burden on it. Therefore, diverting traffic onto streets such as 5th St. and 9th St., and possibly extending them, should be explored. The emphasis on the Ashby Ave. vicinity is not meant to exclude the possibility of improvements elsewhere. Rather it implies that plans and possibilities for street improvements have been more solidly identified here than elsewhere.

More remotely, the area between Gilman St. and the Albany border, Eastshore and the railroad tracks (3rd St.) may bear reexamination. The City of Albany views its lands to the north of this area (but which are accessed by Gilman St.) as important potential development sites, which may generate more traffic.

Policies:

3.1 Develop and implement strategies to reduce traffic congestion at the intersection of 7th & Ashby.

3.2 Assess the implications of opening 9th St. between Heinz St. and Anthony St. Consider the possible impacts of this on local streets in the Grayson area and on rail service on the 9th St. rail spur, and how these could be mitigated.

3.3 Actively explore the extension of 5th St.—on some alignment— from Potter St. to Ashby Ave.

3.4 Work with the City of Albany to review existing circulation conditions and potential impact of projects in the area west of the railroad tracks and north of Gilman.

Goal 4:

Create and maintain adequate parking to support West Berkeley land use without creating increased incentives for single occupant automobile use.

Rationale:

Historically, parking was not a major problem in West Berkeley, but this has changed in recent years. Originally industrial buildings, often initially built with little or no parking space, have been converted to retail and office use, intensifying parking demand. These areas may well need centralized parking facilities. While meeting expanding parking needs is important, it is also important not to provide so much free parking that people are encouraged to drive more than they would otherwise (a la suburban shopping malls). Therefore, the policies call for consideration of parking charges in some instances.

Policies:

- 4.1 Actively pursue opportunities for the creation of centralized parking facilities in the 4th & University, 7th & Parker, and 7th & Ashby areas, and other locations in which they prove to be needed.
- 4.2 Seek to preserve needed parking in and near commercial districts for short term, rather than long term parking.
- 4.3 If necessary, protect the availability of parking in residential neighborhoods through Residential Permit Parking programs.
- 4.4 Where necessary and feasible, work with developers of new buildings to institute charges for parking.
- 4.5 Where necessary and feasible, work with owners and managers of existing businesses to institute charges for parking.

Goal 5:*Protect local residential streets from through traffic***Rationale:**

Local residential streets are streets dominated by residential land use which are not major streets or collectors. Because of the proximity of West Berkeley residential areas to industrial and commercial areas, local streets here are somewhat more vulnerable to intrusive through traffic than in other parts of the city. Such through traffic can cause safety problems for pedestrians and bicyclists, and could conceivably lead to a spill of hazardous materials. The City has already taken some action to improve the situation by amending the Truck Route Ordinance to prohibit large trucks on local residential streets in the northern part of the residential core.

Policies:

- 5.1 Adopt and implement a revised Truck Route Ordinance.
- 5.2 Improve and install traffic control devices—such as traffic signals, stop signs, full or

partial barriers, and others—which will inhibit through traffic on local residential streets, while providing bicycle access where needed.

Goal 6:

Improve pedestrian and bicycle access in and around West Berkeley

Rationale:

From the environmental standpoint of reducing single-occupant autos, good pedestrian and bicycle access is key. Yet many parts of West Berkeley are unnecessarily “unfriendly” for pedestrians and bicycles. Some streets with significant numbers of residents have no sidewalks. Bikeways are little known and poorly marked. These conditions need to be improved.

Policies:

- 6.1 Develop and implement a bikeway plan for West Berkeley, using information developed during the *West Berkeley Plan* development, which would define bike routes and suggest needed capital improvements to make these routes bikeways.
- 6.2 Complete the sidewalk system in locations where sidewalks would be used.
- 6.3 Require appropriate levels of bicycle parking in new developments.
- 6.4 Develop an improved bicycle/pedestrian connection across I-80 from West Berkeley to the Marina

IV. Implementation MEASURES

1. Ordinance and Regulatory Changes

Note: Please see the Appendix for recommended changes in parking standards.

Funding Sources are possible sources.

1.1 Trip Reduction Ordinance—Pass Citywide Ordinance to decrease the percentage of people driving alone through programs at larger employers, initially through the provision of information on commute alternatives to employees. The Ordinance should implement the Bay Area Air Quality Management District program when that program is developed.

Goals and Policies Implemented: Goal 1; Policies 1.1, 1.6, 1.7, 1.10

Responsibility: City Planning Department, Berkeley TRIP (contract agency)

Funding Sources/Status: Employers, Motor Vehicle Registration fees (AB 434), Measure B funds. Ordinance and BAAQMD Regulation passed.

1.2 Bikeway Redesignations—Revise the system of bikeways in and around West Berkeley so that they more effectively and safely serve residents and workers.

Goals and Policies Implemented: Goal 6; Policies 6.1, 6.4

Responsibility: City Planning Department with Public Works (Traffic Engineering)

Funding Sources/Status: Miles Development Agreement, TDA Article 3 for capital improvement, Prop. 116 grants. Bikeway study recommending route changes is being completed.

2. Projects—Capital Improvements and Other

2.1 Employee Shuttles—Work with the West Berkeley Transportation Management Association to increase shuttle service from West Berkeley companies to BART, and other employer-based transit options.

Goals and Policies Implemented: Goal 1; Policies 1.1, 1.5

Responsibility: City Planning Department, Transportation Management Assn. (TMA)

Funding Sources/Status: Caltrans funding for start-up phase of TMA. BAAQMD has provided operational grant for shuttle, to be matched by West Berkeley employers. Shuttle to start-up in late '93.

2.2 Transit improvements—Work with AC Transit to maintain and improve transit service in West Berkeley. Objectives for transit service provision include:

- Frequent service (every 15 minutes or more during weekday daytimes) on San Pablo Ave., 6th/7th St., Gilman St., University Ave., Dwight Way, Ashby Ave.
- In conjunction with employee shuttles, improved transit from West Berkeley employment centers to BART stations.
- Shopper-oriented service from West Berkeley to Downtown Berkeley

The need and demand for additional service from other areas (such as the Berkeley Hills) should be explored. The City should work with AC Transit in whatever assessments (and subsequent implementation) it makes concerning the feasibility and desirability of ferries to West Berkeley and light-rail service on San Pablo and/or University Ave.

Goals and Policies Implemented Goal 1; Policy 1.3

Responsibility: City Planning Department, AC Transit, BART

Funding Sources/Status: Costs not yet analyzed, funds not yet identified

2.3 Freeway reconfiguration—Work with Caltrans to reconfigure entrances to I-80 at University Ave. to improve bicycle/pedestrian access to the Marina and at Ashby Ave. to reduce the impact on Aquatic Park. When High Occupancy Vehicle (HOV) lane is constructed, work with Caltrans to assure that buses have direct access from streets to HOV lane.

Goals and Policies Implemented Goals 1,6; Policy 1.9,6.4, also Urban Design, Historic Preservation & Open Space Element goals and policies)

Responsibility: City Planning Department, Caltrans

Funding Sources/Status: State of California on application by Alameda Co. Congestion Management Agency, MTC. City beginning discussions with Caltrans on Aquatic Park access.

2.4 Bikeway improvements—Improve the visibility and usability of existing and proposing bikeways by adding markings and signs, repairing pavement, and removing abandoned railroad spurs.

Goals and Policies Implemented: Goal 6, Policy 6.1

Responsibility: City Planning Dept., Public Works (Traffic Engineering)

Funding Sources/Status: Miles Development Agreement, TDA Article 3 for capital improvement, Prop. 116 grants. No comprehensive program of improvements underway.

2.5 Bicycle facilities—Install bicycle facilities, such as storage racks and/or parking lockers at key destinations such as major retail areas, public facilities, and recreational sites. The Train Station would be a likely installation area in West Berkeley.

Goals and Policies Implemented Goal 6, Policy 6.1

Responsibility: City Planning Department and Public Works (Traffic -Engineering)

Funding Sources/Status: Miles Development Agreement, TDA Article 3 for capital improvement, Prop. 116 grants.

2.6 Improvements for pedestrians—In order to improve the West Berkeley environment for pedestrians, in situations where there is or could be significant pedestrian use, install sidewalks where none exist and improve sidewalks, crosswalks, and wheelchair ramps where they are inadequate. Eliminate sidewalk parking. Concentrate on reinforcing commercial districts and nodes such as 4th & University, 7th & Ashby, San Pablo & University, San Pablo & Dwight, and San Pablo & Ashby. As a first step, install pedestrian improvements in the Redevelopment Area (see also Urban Design Element)

Goals and Policies Implemented Goal 6, Policy 6.2

Responsibility: City Planning Department, Public Works (Engineering), Redevelopment Agency

Funding Sources/Status: Redevelopment tax increment, outside Redevelopment Area TDA Article 3. Redevelopment Area improvements being constructed, no comprehensive program outside Redevelopment Area.

2.7 5th St. Extension—Seriously assess the possibility of extending 5th St. from Potter St. to Ashby Ave. as a congestion relief measure, particularly in the context of development proposals on the Oscar Krenz site.

Goals and Policies Implemented Goals 2,3; Policy 3.3

Responsibility: Public Works (Traffic Engineering) with City Planning Dept.

Funding Sources/Status: Costs not yet analyzed, funds not yet identified

2.8 Street System Improvements—Identify and implement street system improvements necessary to achieve and maintain Plan traffic congestion and Level of Service goals. Actions could include changes to signal timing, traffic controls, turn lanes, and elimination or reduction of curbside parking.

Goals and Policies Implemented Goals 2,3,5; Policies 2.1,2.2,2.3,5.2

Responsibility: Public Works (Traffic Engineering) with City Planning Dept.

Funding Sources/Status: Miles Development Agreement for southern area, future development mitigation's. 7th & Parker projects under development.

3. Studies

3.1 Train Station Design Concept—Develop design concept in order to gain construction funding for a new train station in the vicinity of 3rd & University. The station should serve as a transit hub, as well as a gateway to West Berkeley and the Marina. Design should occur in the context of the Central West Berkeley Specific Plan (see Land Use Element)

Goals and Policies Implemented Goal 1, Goal 6; Policies 1.2, 1.7

Responsibility: City Planning Department, with Redevelopment Agency

Funding Sources/Status: Capital funds from state rail bonds.

3.2 Centralized Parking Demand and Cost Analysis—Analyze the physical and financial feasibility (including demand, traffic patterns, conceptual design) of creating centralized parking structures/facilities, initially concentrating on 3 areas: 1) 4th & University; 2) 7th & Parker (per Miles Development Agreement); and 3) 7th & Ashby.

Goals and Policies Implemented:

Responsibility: Community Development Department, with City Planning Department, Public Works (Traffic Engineering)

Funding Sources/Status: Study underway, fall 1993.

3.3 Aquatic Park Access Study—Study and assess alternatives for improving vehicular, bicycle, and pedestrian access to Aquatic Park, particularly the southern end of the park. This would be an implementation study for the Aquatic Park Master Plan. Alternatives could include extension of streets across the railroad right-of-way and/or creation of grade-separated (e.g. elevated) crossings for pedestrians and bicyclists (see also Urban Design, Historic Preservation and Open Space Element

Goals and Policies Implemented: Goal 6, Policy 6.1

Responsibility: Public Works (Parks/Marina, Traffic Engineering) and City Planning Departments

Funding Sources/Status: Not yet identified, funding from developers of adjacent sites possible.

3.4 9th St. Connection Study—Study the feasibility of connecting 9th St. between Anthony St. and Heinz St., so as to provide a connection to Ashby Ave. Consider how this would be compatible with existing railroad spur operations, and how this connection would relate to the Grayson Mixed Use/Residential area.

Goals and Policies Implemented: Goal 3, Policy 3.2

Responsibility: City Planning and Public Works (Traffic Engineering) Departments

Funding Sources/Status: Miles Development Agreement, Study not yet initiated

6

HOUSING & SOCIAL SERVICES

I. STRATEGIC STATEMENT

West Berkeley houses only 7% of Berkeley's population, but its role in Berkeley's housing is nonetheless vital. West Berkeley continues to have some of the lowest cost rental and owner-occupied housing in Berkeley. This low cost largely explains why West Berkeley is home to many households with special needs—such as single mothers—and why it remains the most racially integrated area of Berkeley. West Berkeley's reservoir of lower cost housing is likely to become increasingly important over the *West Berkeley Plan* period, if inflationary forces continue to quickly drive up house prices and rents elsewhere in the city. West Berkeley also provides unconventional housing, such as live-work units for artists and craftspeople. The *West Berkeley Plan* seeks (in the context of citywide policies) to maintain housing affordability in West Berkeley, and to add housing units in appropriate locations. In particular, it seeks to strengthen retail concentrations (“nodes”) by adding housing there and to reinforce residential concentrations in the Mixed Use/Residential zone.

Because a great many of West Berkeley's residents are low income they require a



high level of publicly aided social services, such as childcare and low cost health care from non-market sources. These services are vital for maintaining and improving the quality of life for West Berkeley residents. Since many West Berkeley residents are not native English speakers, providing bilingual services is often necessary. Because many West Berkeley residents are likely to remain low income, despite economic development efforts, City and other agencies should maintain and augment West Berkeley's services, both in West Berkeley itself and in locations accessible to West Berkeley residents.

II. HOUSING BACKGROUND

A. Berkeley's and West Berkeley's Role in the Regional Housing Market

Berkeley plays a distinctive role within the Bay Area housing market, as does West Berkeley within Berkeley. For the 1990 Census, Berkeley has, for the first time, been designated a central city within the San Francisco- Oakland-San Jose metropolitan area. In many ways, Berkeley does function in the manner expected of a central city within the regional housing market. Berkeley has one of the highest proportions of renters of any Bay Area city, even with recent (smaller than expected) loss of rental units. Berkeley is the 3rd most densely populated city in the Bay Area (after San Francisco and Daly City), although there are massive variations in density from area to area within Berkeley. (However, Berkeley is only 14th in the Bay Area in percentage of units in buildings with 10 or more units) With thousands of students in dormitories, fraternities, and sororities (an important factor in raising citywide density figures)—Berkeley has the Bay Area's 3rd highest proportion of residents in group quarters.

Berkeley, like other cities along the East Bay shoreline and in the core of the region, has a very ethnically/racially mixed population. Non-Hispanic whites make up 58% of Berkeley's population, slightly below the regional average of 61%. Berkeley's 18% black population is double the regional average, and gives Berkeley the 7th highest proportion of African-American population among the 98 Bay Area cities. At 14%, Berkeley's Asian proportion, mirrors the regional average of 15% Asian. Latinos are the only non-Anglo group less represented in Berkeley (8%) than in the region as a whole (15%).

West Berkeley, largely in conjunction with South Berkeley, has its own place within Berkeley's population. For planning and analytical purposes, the city has been split into 5 subareas (see map).¹ Subarea 1, the Hills, is a high income, high cost, heavily white (84%) area, which some have characterized as "the suburb of Berkeley." Subarea 2, Central Berkeley, has relatively even mixes of single family homes and other housing types, owners and renters, whites and non-whites. Subarea 3, Campus/Downtown, is dominated by multi-family units and group quarters, houses almost 1/3 (32%) of the city's population, and has a population which is 2/3 below 30 years old. Finally, South and West Berkeley (subareas 5 and 4) together have a black plurality (48%), a renter majority, and relatively modest home prices. However, as will be discussed below, West Berkeley differs from South Berkeley, notably in its ethnic mix.

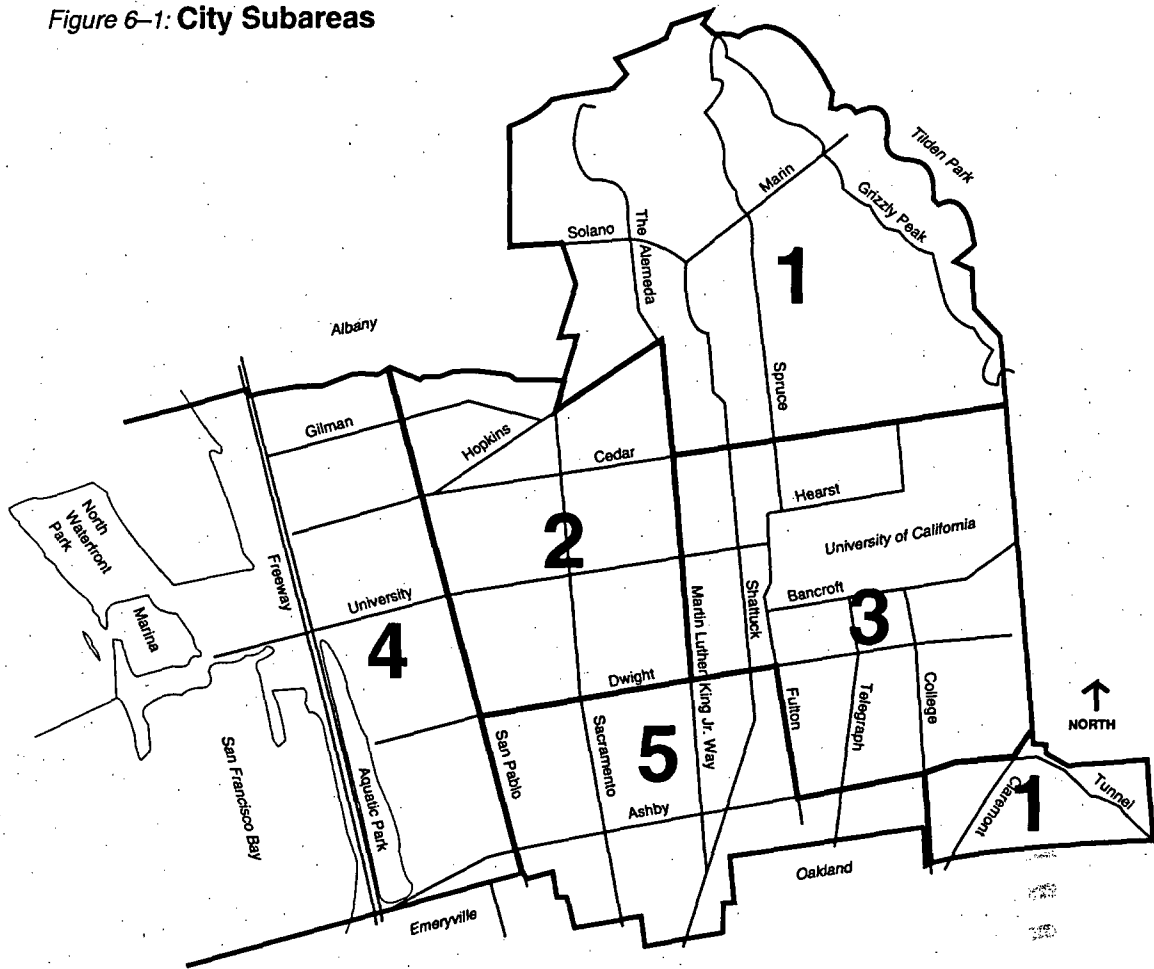
B. The Housing Stock—Small Homes in a Moderate Density Neighborhood

Small single family houses are the most characteristic form of West Berkeley housing. Single family units account for 44% of West Berkeley's housing (according to the 1989 Housing Stock Changes Report), although they are far from the only housing type.² An additional 35% of West Berkeley's 2,970 housing units were in 2-4 unit

¹The 5 subareas are (see map) the Hills, including the Claremont district; Central Berkeley between MLK and San Pablo, north of Dwight; Campus—the areas around it; South Berkeley—roughly corresponding to the South Berkeley Plan Area and West Berkeley.

²It must immediately be cautioned that in West Berkeley single family houses cannot necessarily be assumed to have owner occupants. This is discussed in more detail below.

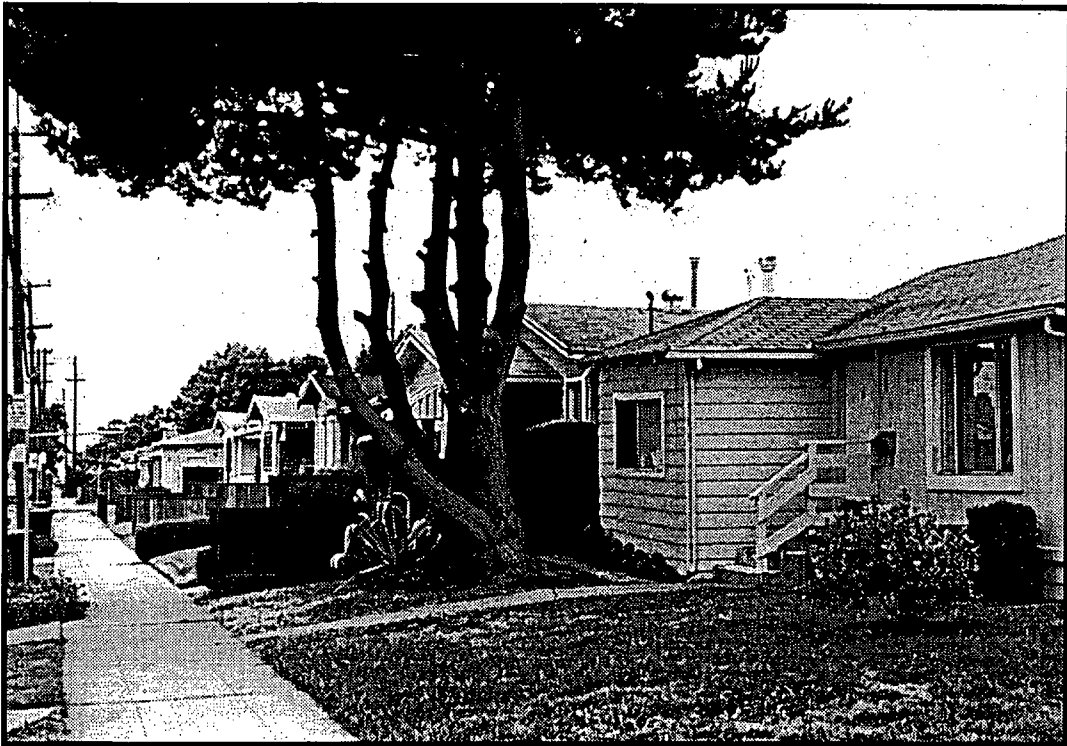
Figure 6-1: City Subareas



structures. Thus only 20% of units were in structures with 5 or more units, compared to 28% citywide. The northern core area (north of University Ave.) was the most heavily single family—single family dwellings accounted for 50% of units there, 47% of housing units outside the residential core, and 37% of units in the southern core area. Single family units and small apartments dominate the residential built environment—the residential core had only 62 structures with 5 or more units (compared to 1,026 single family dwellings—sfd). The southern core area had more units in duplexes, triplexes, and fourplexes than the northern. In land density terms, densities of 10-20 units per acre (or approximately 1 unit per 2,000 to 4,000 feet of land) typify the area, compared to typical densities in urban multifamily areas of 30 units per acre or more.

West Berkeley's housing is both older and newer than the rest of Berkeley's. Some of the oldest housing in Berkeley is here—14 of the 35 "houses" designated Berkeley landmarks are in West Berkeley, far more than its percentage of the stock. However, West Berkeley has a somewhat lower percentage of its stock built before 1939 (42%) than does the city as a whole (53%). West Berkeley saw a surge of building in the 1940's and 50's, when 38% of its stock was built (compared to 30% citywide).

The housing stock in West Berkeley, especially the owner-occupied stock, is relatively small by citywide standards. Owner-occupied units in West Berkeley averaged



2.3 bedrooms, while in Berkeley as a whole they averaged 2.9 bedrooms. Renters, however, enjoyed marginally larger housing, averaging 1.5 bedrooms in West Berkeley as against 1.4 citywide.

Unfortunately, no such statistical data is available for live-work occupancies. There are only a relatively small number of these to date.

C. The Population—The Truly Diverse Part of Berkeley

In comparison to other parts of Berkeley, West Berkeley's population is:

- The most racially diverse;
- More likely to be non-English speaking;
- The youngest—having the highest proportion of children under 18;
- More likely to live in a single parent household;
- More likely to be unemployed.

The oft-cited diversity of Berkeley's population can best be seen in West Berkeley. This diversity can be seen not only on ethnic/racial grounds, but with regard to children and income groups.

a. West Berkeley's Racial/Ethnic Composition

The 1990 Census states that 40% of West Berkeley's almost 7,000 (6,891) inhabitants are black, 29% are non-Hispanic whites, 23% are Latino, and 8% are Asian. This is by far the highest Latino percentage in the 5 subareas of the city, the second highest black percentage after South Berkeley (51%). No other area of the city has 3 groups in such relative parity.

Table 6-1: Distribution of West Berkeley Housing Units in Structure, 1989

Units in Structure	Number of Units	% of Units
1 unit	1,317	44%
2-4 units	1,040	35%
5 or more units	589	20%
Total unit	2,970	100%

Source: City of Berkeley, 1989 Housing Stock Changes Report

The 1990 figures represent a decline in the black proportion of the West Berkeley population since 1980 (down from 50%), an increase in the Latino proportion (up from 10%) and relative stability in the white and Asian population. The influx of Latinos into formerly more heavily black areas is consistent

with trends in the Bay Area and elsewhere in California. However, the lack of growth in the number of non-Hispanic white people must be analyzed in conjunction with the increase in white heads of household in West Berkeley.

The statistics for race of household (head) thus show a different, somewhat whiter picture than those for total population. Blacks head 41% of households, whites head 38% (substantially above their share of the total population), Latinos head 13% (much less than their population share), and Asians 8%. In 1980, whites headed 34% of households, blacks 49%, Asians 5%, and Latinos 11%. Thus the share of white, Asian, Latino headed households all rose, while black headed households declined.

Differences in racial proportions between total population and heads of household occur because some households (e.g. whites) are relatively small (and thus the same number of people group into more households), while other households (e.g. Latinos) are relatively large. Other data suggests that a segment of non-white people were the most stable residents of West Berkeley. In the 1989 Resident Survey, fully 48% of responding black West Berkeley households said they had lived there 10 or more years. This was true



for 37% of Latinos, and 33% of Asians, and for only 21% of whites.

b. Children in West Berkeley

Children are prominent in the West Berkeley population. Just under one-quarter (24%) of West Berkeley residents are under 18, compared to 14% of the citywide population. West Berkeley thus not surprisingly had the largest mean household size—2.53 people per unit, versus 2.10 citywide. West Berkeley seems likely to continue to have

Table 6-2: Racial/Ethnic percentages of West Berkeley population, 1980 and 1990

Racial/Ethnic group	Total Population, 1990	Total Population, 1980	Heads of Household, 1990	Heads of Household, 1980
White Non-Hispanic	29%	29%	38%	34%
Black	40%	50%	41%	49%
Asian	8%	7%	8%	5%
Latino	23%	10%	13%	11%
Total	100%	100%	100%	100%

Source: 1980 and 1990 Census of Population

a disproportionate percentage of children, because it has had a disproportionate percentage of births. In 1992, there were 128 births to West Berkeley (in this case zip code 94710) resident mothers. This was some 11% of citywide births, well above the area's share of the city's population.¹

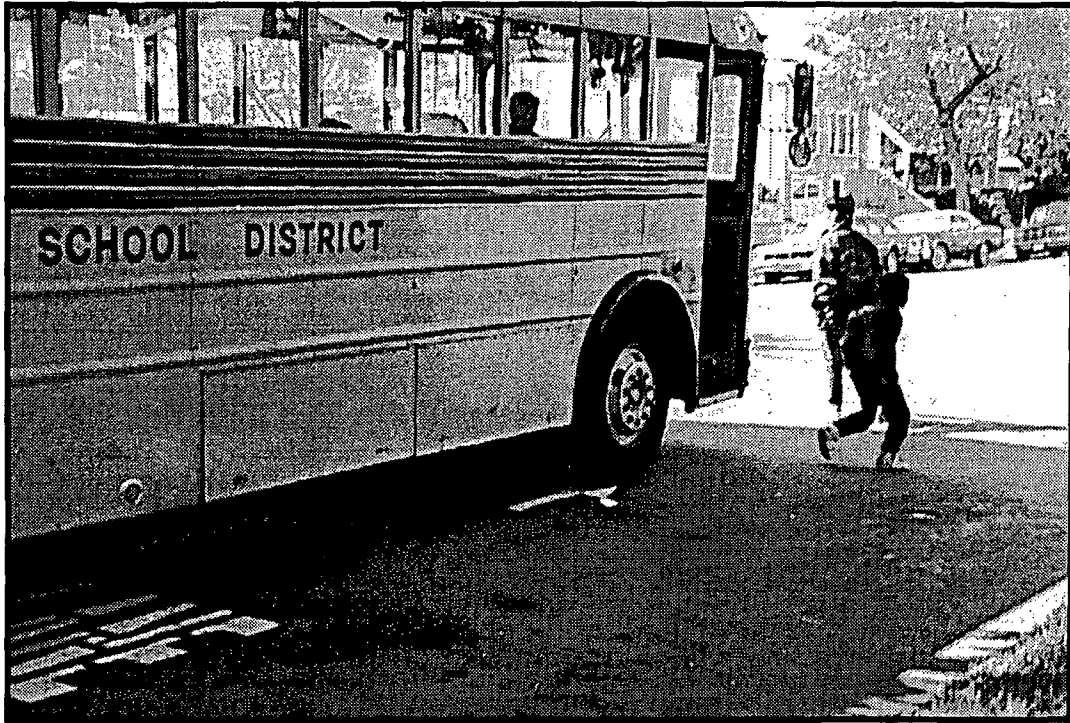
West Berkeley's children do not necessarily live in conventional families, however. Almost 4 in 10 West Berkeley children under 18 (39%) live in single parent, usually single mother, families. Citywide, only 29% of children are in single parent families. Among black West Berkeley families with children single parent families were the norm, not the exception—71% of black West Berkeley families with children were headed by a single parent.

The large number of resident children, especially in single parent families, suggests that West Berkeley has a greater than average need for childcare. The Berkeley Unified School District in fact operates a child development center in the northern residential area. Many of the workers commuting into West Berkeley also have childcare needs, so perhaps childcare sites can be developed which serve both groups. However, locations which are convenient to residents may not be convenient for workers, and vice-versa.

c. Income and Unemployment

West Berkeley residents have a broad range of incomes, although the highest income households are less likely to live here. On the 1990 Census, 22% of households reported incomes below \$10,000; 22% reported incomes in the \$10-20,000 range; 24%

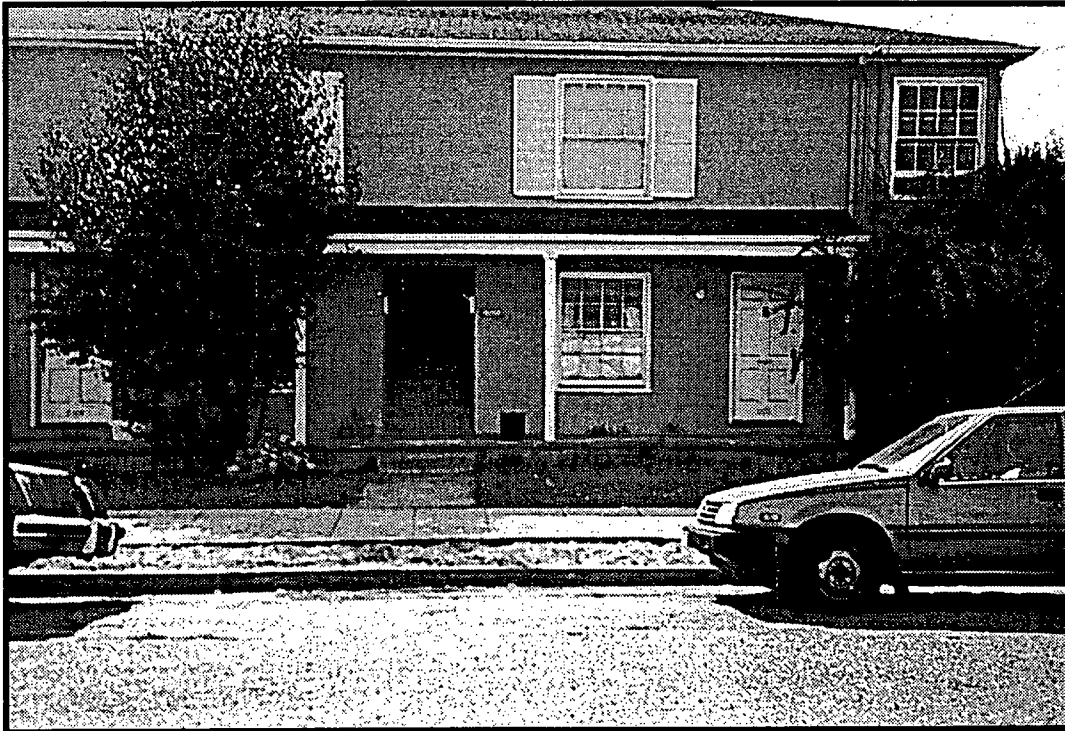
¹Encouragingly, West Berkeley babies seemed to be actually healthier than their citywide counterparts. Perhaps the most commonly used indicator of infant health is low birth weight (there is too little infant mortality in Berkeley to make it statistically usable). Citywide, Health Department statistics indicate that 6.3% of babies over the last 5 years weighed less than 2,500 grams, in West Berkeley the figure was 2.3%.



between \$20 and 35,000, and 17% between \$35 and 50,000 (see Table 6-4). In the 3 lowest brackets, West Berkeley had a higher percentage than the citywide average. But while 29% of Berkeley households reported incomes above \$50,000, only 15% of West Berkeleyans did. There was a clear distinction between West Berkeley tenants, who reported a mean income of roughly \$22,500 (lower than the citywide \$24,500 mean) and West Berkeley homeowners, whose mean was \$37,000 (itself some 40% below the citywide homeowner median of \$65,000).

There appears to be substantial unemployment among West Berkeley residents. The 1990 Census found an 11% unemployment rate among West Berkeleyans, despite being conducted before the onset of the 1990's recession. West Berkeley had among the highest unemployment rates in the city. African-Americans were the hardest hit, with just over 20% of Blacks in the workforce unemployed. Latinos had an 8.3% unemployment rate. It is almost certain that these numbers are higher today, because unemployment throughout California has increased.

West Berkeley's role as a job center provides an opportunity to aid its unemployed residents. The residents could only fill a small proportion of West Berkeley jobs: the Survey estimated 500 unemployed West Berkeleyans—less than 4% of West Berkeley jobs. However, according to the Housing and Economic Survey, 20% of West Berkeley residents already do work in West Berkeley, a higher percentage than for Berkeley residents as a whole. Therefore, as employment linkage and training programs are developed, West Berkeley residents can be an important target group.



D. Tenure—Moderate Income Owners, Low Income Renters

Reviewing the situation of West Berkeley renters and homeowners, West Berkeley renters are:

- A majority of West Berkeley households;
- Predominantly low income;
- Generally Non-white;
- More likely than other Berkeley renters to be overpaying for rent; overcrowded, or dissatisfied with their unit;

West Berkeley homeowners are:

- Generally low or moderate income;
- More racially diverse than other Berkeley homeowners;
- More likely to be white than West Berkeley renters;
- Living in housing that is inexpensive for Berkeley;

West Berkeley has a majority of renters, although the size of that majority has shrunk. The 1990 Census found 1,595 renter occupied units and 1,059 owner-occupied units, making 60% of units rental. The 1980 Census found West Berkeley households to be almost 2/3 renters (64%). However, this small decline in the proportion of renters masks different trends in different parts of West Berkeley. The residential core area north of University Ave. saw a sharp shift to home ownership—from 61% renter in 1980 to only 51% renter in 1990. The residential core south of University moved the same direction, but less strongly—from 71% renter in 1980 to 66% renter in 1990. The remainder of West

Berkeley (Census Tract 4220)—largely in the Mixed Use/Residential districts—saw an increase in the proportion of renters—from 56% in 1980 to 65% in 1990. This can be attributed first to publicly assisted housing—such as the Oceanview Gardens development, rental units at the Delaware St. Historic District, and even the creation of rental units in the “D and E” houses, which were sold for home ownership. A second cause of the increased number of rentals here was the creation of live-work units in the 1980’s.

One major reason for the shift away from rental units was the high number of rented single family homes. In 1980, the Census found 480 rented single family houses, fully 30% of West Berkeley’s rental housing.¹ By 1990, there remained only 263 rented single family houses. They now account for only 16% of the rental stock in West Berkeley. There has been a citywide (and probably broader) trend for sales of rented to single family houses to owner-occupants. This trend makes it more difficult for renters to find large rental units and may be leading to overcrowding, since single family houses tend to have more bedrooms than apartments.

Table 6-3: Renters and Homeowners in West Berkeley

Area of West Berkeley	Renter Percentage, 1990	Renter Percentage, 1980	Homeowner Percentage, 1990	Homeowner Percentage, 1980
Residential core north of University Ave.	51%	61%	49%	39%
Residential core south of University Ave.	66%	71%	34%	29%
West Berkeley Total	60%	64%	40%	36%
Berkeley Total	56%	62%	44%	38%

Source: 1980 and 1990 Census of Housing

By Berkeley standards, West Berkeley housing prices are relatively low. In late 1990/91, the average single family home price in West Berkeley was \$157,000. This was considerably lower than in any other section of Berkeley, all of which averaged prices over \$180,000. Since that date, prices have been generally stable in Berkeley, even as they have fallen somewhat in a number of Bay Area communities. Nonetheless, West Berkeley’s average price required an income of some \$52,000 (or another house) to buy, assuming that buyers can afford 3 times their income. The figure also contrasts sharply with the mean purchase price of \$70,000 that in-place owners surveyed on the Resident Survey had paid. The “mean” year of purchase which this price on the Survey reflected was 1975. Unless the 1990’s halt or reverse the housing price increases of the last 15 years, the income needed to buy a home in West Berkeley will continue to increase.

a. Owner & Renter Characteristics

Despite these changes, West Berkeley homeowners were largely a low and moderate income group. On the 1990 Census, 46% of owners reported household incomes between \$20,000 and \$50,000, with only 21% reporting incomes above \$50,000

¹In 1980 rental units were a quite high 42% of the 1,149 single family detached houses the Census recorded. By 1990, rented houses represented only 24% of West Berkeley single family detached houses. Citywide, however, only 16% of single family detached houses are rented. This suggests that there may be further conversions of rented houses to owner-occupancy in West Berkeley.

(while citywide 52% of homeowners had incomes over \$50,000). West Berkeley homeowners are also racially diverse, though somewhat less so than the West Berkeley population as a whole. The 1990 Census shows that 46% of West Berkeley homeowners are white, 35% are black, 12% Latino, and 6% are Asian. Thus, whites are over represented among homeowners, while blacks are underrepresented.

Table 6-4: West Berkeley and Citywide Incomes—Households, Owner-Occupants and Renters

1989 Income Level	All Households		Owner-Occupants		Renters	
	West Berkeley	Citywide	West Berkeley	Citywide	West Berkeley	Citywide
Under \$20,000	44%	35%	33%	15%	55%	51%
\$20,000- \$34,999	24%	21%	25%	15%	25%	25%
\$35,000- \$49,999	17%	15%	21%	18%	11%	12%
Over \$50,000	15%	29%	21%	52%	9%	11%

West Berkeley renters are clearly low income. Over half (52%) of West Berkeley renters had incomes of below \$20,000. While this was similar to the citywide percentage, West Berkeley renter households are larger, their per capita income level is lower. The over 300 Section 8 and publicly assisted rental units make up just under 20% of West Berkeley rental units. The percentage of units in West Berkeley which are Section 8 assisted is more than double the citywide figure. Renters as a whole in West Berkeley are heavily non-white—whites make up only 32% of West Berkeley renters.

West Berkeley renters differ from citywide renters in other ways. Citywide, exactly 1/2 of renters live alone, with the Resident Survey indicating that another 20% of renter households are unrelated adults living together. In West Berkeley, the leading group is single parents, who make up 31% of renter households, more than double the citywide percentage. The large percentage of Section 8 units (which are heavily but not exclusively populated by single mothers) clearly contributes to this figure, but this figure could only be reached with non-Section 8 renters as well. 33% of West Berkeley renters live alone, and 21% are married couples—well above the citywide figure—and indicating that renting can be a long term situation for some West Berkeley households. West Berkeley renter households thus have more people—averaging almost 2.4, as against a citywide average of roughly 1.85.

West Berkeley renters paid lower rents than other Berkeley renters, but because of their lower income, paid a higher percentage of their income in rent. The 1990 Census showed a median rent in West Berkeley of approximately \$335, as against \$392 citywide. This statistic reflects both rent controlled and uncontrolled units. But the Resident Survey showed that median West Berkeley renter was paying more than 30% of her/his income for rent—the usual standard of overpayment. By contrast, in most other sections of the city (including South Berkeley), the median percentage of income paid for rent was 25%



or less. For this reason, any decisions made to increase rent levels in rent controlled units will have a particular impact on West Berkeley tenants, unless measures are taken to mitigate their impacts.

b. Conditions in Rental Housing

West Berkeley renters were often dissatisfied with their housing. In a 1988 survey of rent controlled units, 60% of West Berkeley renters said the condition of their unit was fair or poor, as against 48% of renters citywide. When asked about the condition of their building as a whole, West Berkeley renters were closer to the norm—39% rated their building good or excellent, compared to 44% citywide.

Housing overcrowding is a significant problem in West Berkeley, with its large number of children and larger households generally. Overcrowding is defined as a household having more than 1 person per room (excluding bathrooms). The 1990 Census indicates that 1 in 7 (14%) West Berkeley renter households were overcrowded, double the citywide percentage (citywide less than 2% of owner-occupied units were overcrowded).

E. Growing Slowly—Housing Development in West Berkeley

Despite the largely built up character of West Berkeley, the amount of housing here has continued to grow. The City's Housing Stock Changes Report, which is derived from building permit records, shows that between 1978 and 1991, there was a net increase of 142 housing units, including live-work spaces. This took the total from 2,856 units to 2,998, a 5% increase. In the 1980's, publicly assisted development accounted for most new housing in West Berkeley. The 1980's (until late in the decade) were a period of little private multi-family housing construction in most of the Bay Area. In West Berkeley, 62 units at Oceanview Gardens, 27 units in the Delaware St. Historic District¹, and 5 public housing units at 7th & Jones added a total of 94 publicly assisted units. There are no current publicly assisted new construction projects as of August, 1993.²

¹This project is mixed-income (and mixed use) with 8 of the units being low income units for Section 8 households, and 19 being market rate condominiums.

²Public funds were used to restore the 75 room UC. Hotel at 10th & University, which was vacated after the 1989 Loma Prieta earthquake, to occupancy as a residential hotel.

III. HOUSING DEVELOPMENT

Projected Development

In the 1990's, an increased level of private sector development is likely. In terms of current activity, a live-work project of 17 units is now being completed for the 2100 block of 5th St. and 6th St. (4 units adjacent to it have also been approved), along with a single large live-work unit at San Pablo & Murray.¹ Two live-work units between 9th and 10th off Grayson St. have been approved, along with 7 units (combined new construction and warehouse conversion). The Redevelopment Agency is adding 2 units (one conventional, one live-work) in the 4th St. area. These projects total 33 units.

Prospects for more housing over the 15 year Plan period appear good. Local developers frequently express interest in West Berkeley sites, especially for live-work projects. San Pablo Ave. has yet to attract major housing development interest. The Preferred Land Use Concept notes the existence of 14 potential housing development sites in the Mixed Use/Residential and Commercial zones. These sites could accommodate some 260 units.

Second units in the residential areas could provide an additional source of housing, with minimal neighborhood impact. However, West Berkeley's housing stock—often consisting of small single story houses on small lots—is not always conducive to second unit development. The Mixed Use/Residential zone, which often has somewhat larger lots and houses, may in fact be the most promising area for such development.



¹This analysis counts live-work spaces as residential units, since they provide living space for people. As of this writing, the City is in the process of developing new zoning regulations for live-work units, which treat these units as primarily commercial.

West Berkeley's Increasing Contribution to Citywide Housing Development

The *West Berkeley Plan* Preferred Land Use Concept set a goal of adding at least 200 units over the Plan's 15 year life. This goal is based on the 1990 citywide Housing Element middle scenario need figure of 1,200 privately developed (as opposed to University or publicly assisted) units. The *West Berkeley Plan* area's 17% share of the city's land area is applied to this figure, producing a goal of 200 units. The Preferred Land Use Concept notes the existence of at least 14 potential housing development sites—which could accommodate 260 units—in the Mixed Residential and Commercial districts.

The Plan commits to increasing West Berkeley's share of citywide housing development. If West Berkeley provides 17% of citywide housing production, that would be a substantial increase in West Berkeley's historical share of citywide (non-University) housing development. Over the 1972-1991 period, West Berkeley contributed 131 net additional units, or 10% of net citywide growth in legal housing units. West Berkeley's share of privately developed units was even lower.

The General Plan which is now being developed will identify appropriate locations throughout Berkeley for housing development. Its analysis will review not only the availability of vacant or "underutilized" land, but also consider where housing should be developed in relationship to the availability of transit and other services.

IV. SOCIAL SERVICES ISSUES

A. Introduction

Analyzing social services generally means analyzing how people—typically low income people—obtain basic human needs beyond the first fundamentals of food, clothing, and shelter. Thus health care, education, recreation, child care, and technical services needed to obtain other services (e.g. legal aid, translation assistance) are major elements of social services. Income maintenance programs from Aid to Families with Dependent Children (AFDC—commonly termed “welfare”) to Social Security are also social service issues, but are completely controlled at higher levels of government and are thus excluded from this analysis. It is beyond the scope of this analysis, and of the *West Berkeley Plan* overall, to attempt a comprehensive analysis of social service needs. These needs are too many, too various, and served by too many different public and private agencies both inside and outside West Berkeley for comprehensive coverage here (the *Community Resources* section of the *Conditions, Trends, & Issues* report for General Plan provides an overview of service provision in Berkeley). Within the *West Berkeley Plan*, the Economic Development Element discusses issues of (un)employment and job training. The Physical Form Element speaks to open space and recreational needs and facilities. The housing portion of this Element discusses a key service needed by all.

Nonetheless, social service programs are important for many West Berkeley residents. The City of Berkeley has also made a commitment, very unusual for California cities of its size, to seek to provide needed social services to the extent possible. Therefore, this Element generally discusses social service needs and provision, as they can be expected to affect West Berkeley residents.



B. Methods for Obtaining Services—Income, Programs, and the Informal Sector

In order to assess the adequacy of services for West Berkeleyans, we must consider the various ways such services are obtained by people who need them. There are 3 basic ways people can obtain needed services—1) Buy them (using income); 2) Be formally given them (benefiting from Programs); 3) Be given them informally by relatives, friends, neighbors, fellow church members, etc. (the informal sector). In the case of health care, people are also often given full or partial health insurance as a part of their total compensation. It must be noted that middle and upper class people more commonly buy these services rather than using free ones—e.g. seeing a private lawyer rather than using Legal Aid. Regrettably, purchased services in the United States are often better quality (and more accessible, if one has funds) than free ones, and do not carry the stigma that free services often do. Thus, to a large extent, the best social service program is measures to provide the income to households that allow them to buy the services they need.

It should be noted that West Berkeley households gained 74% of their income through wages and salaries (and self-employment), and only 6% from social security benefits and 3% from public assistance benefits.¹ In this sense job training programs—primarily discussed in the Economic Development Element—if successful can be a bridge to increased access to services. This report will focus on free and subsidized social services available to West Berkeleyans, since many of them do not have and may not gain adequate income to purchase them.²

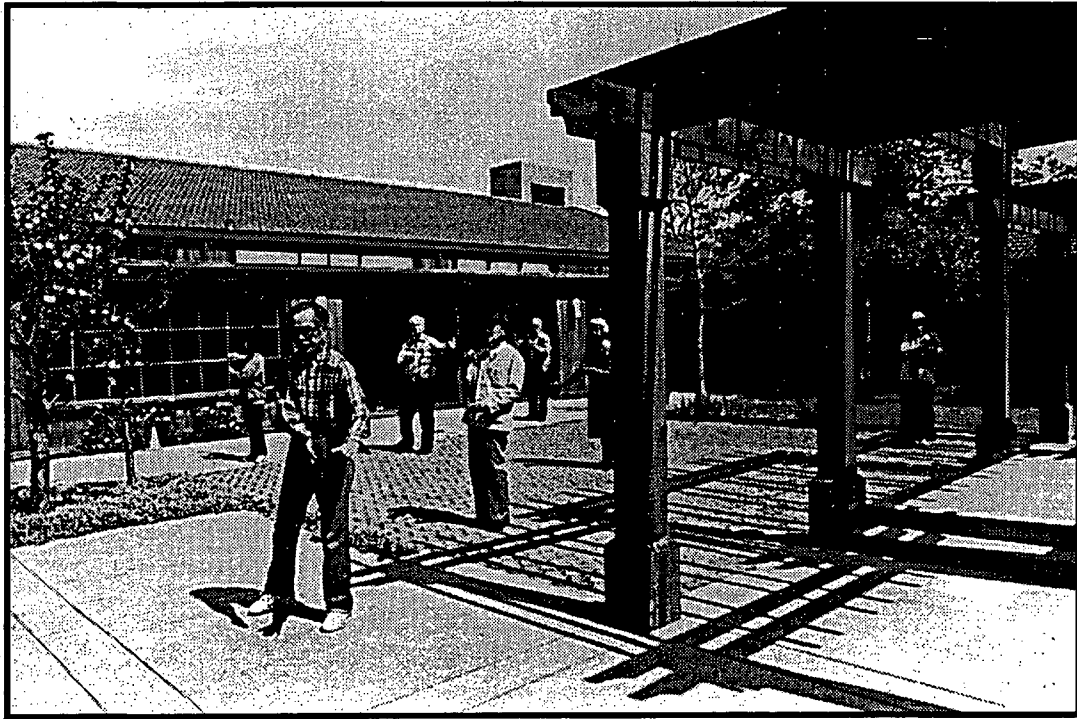
The informal sector will be touched on, but not carefully analyzed, in this report. It is virtually impossible to quantify the services people receive this way, especially through personal contacts. In addition, the sense of “community” and “belonging” that such organizations can generate when they are successful is central to many people’s lives, but certainly unquantifiable. A range of key voluntary service-providing organizations such as churches, ethnic/regional associations, and labor unions will be noted. However, West Berkeleyans do not restrict themselves just to those organizations west of San Pablo Ave. Nor do West Berkeley based organizations serve only West Berkeley residents. The connections between West and South Berkeley people and organizations—such as churches—are often particularly strong.

C. The City’s Role in Social Service Provision

Analysis of social service needs in West Berkeley and how adequately formal social service programs fill them should occur in the context of analysis of the City’s role in social service provision. This is done to more accurately describe—in this document which plans for City action—where the City might intervene in the social service system.

¹This calculation admittedly does not account for non-cash benefits that households received, such as food stamps or Section 8 rent subsidies. Nonetheless, these are relatively modest compared against the \$75 million total cash income West Berkeley households received in 1989. It is also interesting to note that in Berkeley as a whole, in 1989, Wages, Salaries and Self-Employment also accounted for 79% of income, but Social Security was only 3%, and Public Assistance 1% of citywide household income. In 1979, 20% of West Berkeley households—524 households—reported that they received income from AFDC, GA, or Supplemental Security Income (SSI). This was not necessarily the family’s or household’s only source of income).

²Access to services is another problem beyond simple availability. Thus social services may be improved by extending a program’s hours, or by improving transit so that people without cars can reach it more easily.



The City's role in this arena is different than in the other areas addressed in this Plan. In housing, state law mandates that cities prepare a Housing Element and pursue policies to create adequate housing. The City is the primary regulator for land use and urban design decisions. In transportation, the City controls streets and parking, and has a voice regarding state highways and regional planning. In economic development, the City controls relatively few of the key variables, but has sought—like other cities—to develop local tools for economic management such as the First Source Program.

In what are generally thought of social services (e.g. health, education, income maintenance), the City is neither the primary governmental provider nor the primary regulator. Many services are provided/regulated by state and federal agencies (e.g. Social Security), although Alameda County is an important delivery agency for state programs. One very key local agency delivering human services such as education and child care is the Berkeley Unified School District (BUSD). BUSD plans to seismically retrofit and reopen Columbus School in West Berkeley, using funds from a bond issue approved in June 1992. Another important education job training agency is the Peralta Community College District, whose Vista College is roughly 1 mile from the Plan area.

Nonetheless, Berkeley is very active as a city in social services. It is one of the few California cities to retain a full service Health Department. While other California cities spend an average of .2% of their General Fund on health care, Berkeley spends some 5% on health. Berkeley has distributed clear, usable information on AIDS prevention while the federal government has temporized. Berkeley also operates one of the most active programs for the homeless of any California city. Berkeley uses the maximum permitted amount of its Community Development Block Grant (CDBG) funds for social service agencies. Through CDBG, the Community Services Block Grant (CSBG), the Job Training Partnership Act (JTPA) and other programs, the City of Berkeley in 1990-91 provided over

\$3.4 million in funds to 53 community-based agencies working in job training, childcare, youth, senior and other social service fields. Thus, despite its lack of mandate, and despite the serious state and federal funding cuts of the 1980's, Berkeley has sought to fill the breach.

The City has for many years identified West Berkeley (along with South Berkeley) as a target area for social service provision. On the map (see next page) of Community Services Facilities, the central part of West Berkeley is one of the locations where service agencies are clustered, along with Downtown and South Berkeley. West Berkeley's residential areas are part of the Neighborhood Strategy Area (NSA), where CDBG funded programs must concentrate their efforts. Most of the City's affordable housing programs are also targeted to West and South Berkeley, as the city's low income areas.

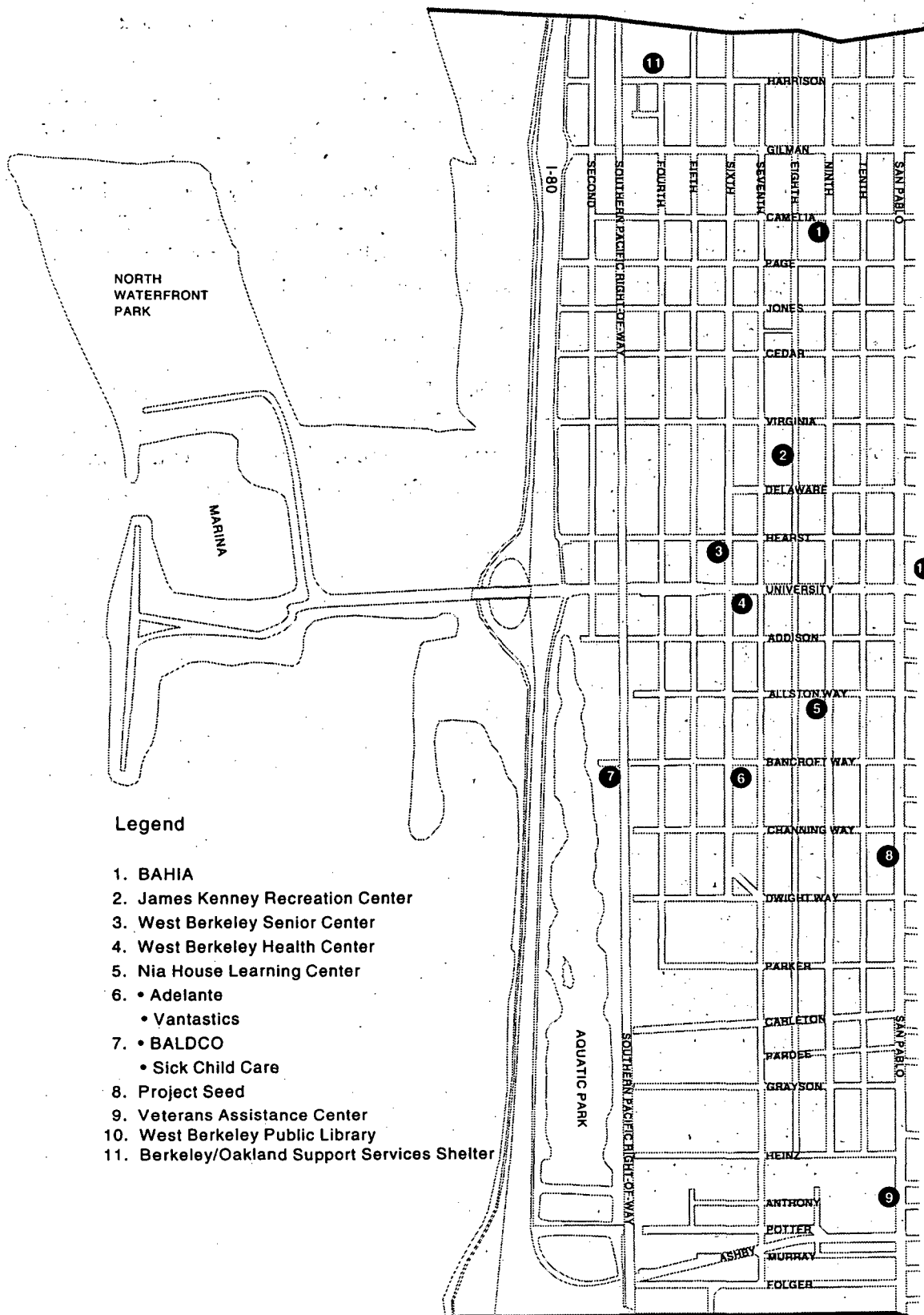
D. Considering Needs—West Berkeley's Population

The adequacy of social services to West Berkeleyans is based on the needs these services should meet. Unfortunately, a full needs assessment of the vast array of needs—from AIDS care to youth counseling—is beyond the scope of this document. However, the simple demographic facts about West Berkeley's population suggest an above average need for a wide range of services.

A substantial proportion of West Berkeley residents are low income (see table 6-4); and a very high proportion of West Berkeley children live in single-parent households. The large number of single mothers makes the need for child care all the more pressing (although two parent families also have child care needs). The non-English speaking population needs bilingual services (primarily in Spanish, to a lesser extent in Asian languages) across a range of service areas. Most importantly, the fact that perhaps a majority of West Berkeley residents are low income means that their health care, child care and other services are likely to be inadequate.



Figure 6-2: Community Services Facilities in West Berkeley



Legend

- 1. BAHIA
- 2. James Kenney Recreation Center
- 3. West Berkeley Senior Center
- 4. West Berkeley Health Center
- 5. Nia House Learning Center
- 6. • Adelante
• Vantastics
- 7. • BALDCO
• Sick Child Care
- 8. Project Seed
- 9. Veterans Assistance Center
- 10. West Berkeley Public Library
- 11. Berkeley/Oakland Support Services Shelter

City of Berkeley Planning Department—October, 1993

The majority of West Berkeley's population is not (Non-Hispanic) white. It is instead (as is discussed elsewhere in this Element) black, Latino, and Asian. These groups have historically had difficulty gaining access to adequate services—whether as a result of typically low incomes, discrimination, or both. It seems safe to assume that West Berkeley non-whites also suffer from such problems. There is also more data available on these groups at a city, county, and state level than there is strictly within West Berkeley.

E. A Matrix of Care— West Berkeley Social Service Agencies

For an American community of less than 8,000 souls, West Berkeley is unusually well provided with a range of social service agencies. The City itself has developed a senior center, a library (immediately east of San Pablo Ave. on University), and a health clinic (see Map). BUSD operates Franklin School on San Pablo Ave. and a child care facility, and is considering has committed itself to reopening Columbus School, where an after school program currently operates. Adelante operates a job training center, as does the Veterans Assistance Center, although both of these serve citywide and broader clienteles. Oceanview Neighborhood Services is one of the agencies which operates a feeding program in West Berkeley. In fact, West Berkeley has a fuller set of social/public services than it does private commercial ones (see the *Economic Development Element*).

In what we have called the informal sector, there are 13 churches in West Berkeley, 7 of them Baptist. A Buddhist "fellowship" and the gay-oriented Metropolitan Community Church (which shares facilities with another congregation) are among the churches. Many West Berkeley residents attend church outside the area, particularly in South Berkeley. While no unions are headquartered in West Berkeley, at least 15 union locals represent workers at various West Berkeley locations. West Berkeley residents working outside the area may also be union members, particularly if they work in manufacturing, at grocery or department stores, or in the public sector (including the University).

V. GOALS AND POLICIES

Goal 1:

Take all reasonable steps in housing policy to maintain and foster the social and economic diversity of West Berkeley's residents

Rationale:

Diversity has been the touchstone of Berkeley's housing and social policies. West Berkeley is the part of the city which is truly most diverse. West Berkeley houses many people who would have difficulty finding housing elsewhere in Berkeley. West Berkeley tenants in particular are overwhelmingly low income. Thus, to maintain diversity both in West Berkeley and in Berkeley as a whole, policies which foster diversity in West Berkeley are important. One of the key strategies for maintaining this diversity is to maintain West Berkeley's stock of affordable rental housing.

Policies:

1.1. In the context of citywide programs affecting historically low rents and rent control, maintain the affordability of West Berkeley rental housing.

1.2 Avoid removing buildings which are serving as or have served as affordable rental housing.

1.3 Provide housing assistance to West Berkeley tenants, as well as to lower income homeowners.

Goal 2:

Maintain the maximum level of social service provision in West Berkeley that City resources will permit, to support the policy of maintaining diversity in West Berkeley

Rationale:

Many West Berkeley residents are low income, unemployed or poorly employed. Many have limited English language proficiency. Therefore, they do not enjoy the same access to health care, child care, and other important services that middle and upper income people have. One important strategy to improve their access is to assist residents in moving into better paid, better benefited jobs (see the **Economic Development Element**). Nevertheless, (inter)national social realities mean that many West Berkeleyans are likely to remain unemployed or in low wage jobs. Therefore, in order to allow people in such jobs to remain in West Berkeley at all, and to improve their quality of life, maximum feasible provision of services is central. This responsibility falls on not only the City government, but the County, State, and Federal government as well.

Policy:

2.1. Assure that services are available to needy individuals in a language they can understand.

Goal 3:

Encourage the development of housing which provides on-site supportive services.

Rationale:

In recent years, increasing efforts have been made to develop housing which provides on-site supportive services, such as child care, counseling, or cooked meals. This is one of the most direct means to assure that people receive needed services. While such services are needed throughout Berkeley, West Berkeley, with its large population who speak limited English, and its high number of children, is particularly appropriate for such housing. The City could provide direct financial support to such housing if funds are available and/or modify zoning requirements to assist such projects.

Goal 4:

Encourage appropriately scaled and located housing development.

Rationale:

West Berkeley must contribute to the citywide goal of adding housing units. The commercial corridors—particularly San Pablo Ave.—and the Mixed Use/Residential zone provide locations where this can be done without interfering with other Plan goals. Indeed, housing in the Mixed Use/Residential zone will serve the positive purpose of strengthening the residential character of that area's residential enclaves. Similarly, housing on San Pablo Ave. will add vitality to its commercial activities. Another appropriate housing form is second units added to single family houses (although some West Berkeley lots are too small to allow convenient creation of a second unit). This method of housing creation is specifically encouraged as a potential "Community Program" to be supported from Miles' Community Program contribution of \$100,000 annually under its Development Agreement.

Policies:

4.1. Develop planning incentives for housing at commercial "nodes." Such incentives might include allowing the same parking spaces to serve both residential and commercial uses in the building.

4.2. Encourage the creation of second units with single family houses in the Residential and Mixed-Use Residential district. Develop policies to allow the waiver of parking requirements for a second unit when appropriate.

Goal 5:

Encourage the development of Live-Work Units in appropriate locations

Rationale:

Live-work units represent West Berkeley's unique contribution to housing Berkeley's population. Live-work units, especially ones with modest prices or rents, can provide housing for the artists and craftspeople who are so important to West Berkeley's character. While some previous live-work projects have interfered with industrial operations, the *West Berkeley Plan* designates areas for live-work where this should not be the case. In these locations, the City should encourage live-work and recognize its special character.

Policies:

- 5.1. Support the development of live-work units in appropriate locations as set forth in the Land Use Element under appropriate development standards.
- 5.2. Use "inclusionary" requirements for low income units or other means to assure that live-work units serve their original population of low income artists and craftspeople.



VI. IMPLEMENTATION MEASURES

This Element does not have a general independent implementation section. While West Berkeley presents its own unique economic, environmental, land use, transportation, and design problems, its housing issues (with only 7% of the city's housing units) are largely shared with South Berkeley and with the city as a whole. Issues of zoning for residential use are discussed in the Land Use Element (live-work development, which is concentrated in West Berkeley, is being considered in Zoning Ordinance amendments). The implementation section is largely omitted here because there is only one housing program which is unique to West Berkeley are being planned.

Miles Development Agreement Housing Programs

There is one source of funding which is at least 50% dedicated to West Berkeley—the Miles Development Agreement Affordable Housing program. The Planning Commission and City Council designated these funds for use in rehabilitating homes owned by low income owners, and also for creation of second units if that is feasible. The fund will provide \$615,000 over 10 years. The City is currently in the process of designing a program for use of these funds. In addition, Miles will be contributing \$100,000 per year for 10 years to a Community Programs fund, which can fund a broad range of housing, social service, and youth programs. While these funds will not be sufficient to start new housing programs in West Berkeley, they should make it easier to implement the City's construction, rehabilitation, second unit, or other housing programs here.

City Housing Programs Generally

West Berkeley's housing programs will generally be those adopted in the 1990 *Housing Element*, and such Citywide efforts as the multifamily housing acquisition program.

In general, the situation seems similar for social service provision issues. West Berkeley tends to share social service problems and service providers with South Berkeley, and to some extent the city at large. One special need is West Berkeleyans' greater need for services in Spanish and to a lesser extent Asian languages. However, this is not a need for a specific service per se, but rather a cross-cutting need for all services to be available in a language the client can understand (see Goal 2, Policy A). The *General Plan* is assessing the need for social services in Berkeley, and reviewing what geographic models seem to be most effective, given the populations and needs in Berkeley.

The West Berkeley population, with its high percentages of low income renters, low and moderate income homeowners, and non-traditional household forms, does lend special weight to certain housing programs. One important note is that the concept of "housing for families" must include rental housing in West Berkeley, since there are numerous renting families. The expansion of property transfer tax coverage in the 1991 budget was targeted for affordable housing programs, which should aid West Berkeley. In addition to federal housing tax policy (the most important housing program in any city), these are, in rough order of importance:

- Rent Stabilization and Eviction Control
- Section 8 housing assistance
- Rental Rehabilitation Program
- Low Income Weatherization Program
- Mortgage Credit Certificate Program

APPENDIX A

Environmental Strategies & Implementation Measures--Revised Evaluation

The West Berkeley Plan Committee developed a wide-ranging set of potential environmental strategies and implementation measures for review and evaluation. They were first formulated in the winter of 1990-91. The measures covered the regulatory process in general, hazardous materials, soils and groundwater, air quality, noise, and biohazardous materials. This document represents a revised and updated evaluation (as of January, 1992) of these potential strategies. A Preliminary Evaluation was presented in September, 1991.

It is important to note that the great bulk of the proposed strategies and implementation measures have been incorporated into the text of the *Environmental Quality Element*. The *Element* also notes and makes reference to other measures which are not in the proposed strategies and implementation measures--e.g. the Citywide Trip Reduction Ordinance. There are also some instances where information about the same or similar strategies are organized differently in the *Element* and the appendix--thus the same strategy will appear in differing locations. Nonetheless, there is a good deal of overlap between the text and the appendix, which may appear redundant. However, the incorporation of many Committee ideas into the City's environmental workplan indicates their usefulness and timeliness. This document has been retained in its particular form to provide an easily accessible reference on the Committee's discussions.

The format of this evaluation is to provide a summary assessment and brief discussion of the proposed strategy or implementation measure. The evaluation finds most proposed measures Currently Being Addressed, that is, already being implemented. In some cases they are Currently Being Addressed by Other Agencies rather than City of Berkeley. In a few cases the goal of the proposed strategy is Currently Being Addressed through Other Strategies. In a few cases, Further Research (is) Needed, because the financial, technological, or other key implications of the proposal is not fully understood. In some areas where there is not current City activity, but future activity is intended or being considered, strategies are identified as Policies, Projects or Studies of the Environmental Quality or other West Berkeley Plan. The only area where proposals are evaluated to be Not Currently Feasible is in biohazards, where the City has made the decision (at least for the present) to allow the State of California to implement the Medical Waste Management Act, rather than itself implementing the Act. This issue is discussed in more detail in the biohazards section.

The appendix begins with a listing of those strategies which the Committee identified as priorities.

I. ENVIRONMENTAL PRIORITY STRATEGIES

The following priority strategies were selected by the West Berkeley Plan Committee from the more comprehensive set of 6 environmental areas of concern, 40 possible strategies, and over 70 possible implementation measures that are outlined in Sections II through VII.

General Process

Information

- Provide community accessible environmental information through a coordinated staff effort and central location.

New Uses

- Avoid the establishment of new uses which pose unmitigable environmental hazards.
- Prohibit the establishment of offsite industrial hazardous waste treatment and/or transfer facilities.
- New uses shall demonstrate the ability to meet applicable environmental laws and standards.

Enforcement, Compliance and Clean Up

- Enforce new and existing environmental laws with initial focus on top 10 firms; coordinate efforts with Bay Area Air Quality Management District.

Recognition

- Recognize and reward those companies which can exceed City of Berkeley and regional environmental standards.

Air Quality

- Avoid the establishment of new uses which pose unmitigable odors to residential districts.
- Reduce existing traffic and mitigate future traffic.
Hazardous Materials--Transportation, Storage, Handling and Disposal
- Reduce the importing into Berkeley, transportation, storage, and use of hazardous materials and waste.
Bio-Hazardous Materials
- Enforce the 1991 Medical Waste Management Act.

II. GENERAL PROCESS

A. Information

1. Provide environmental information which is accessible to the community and in a central location, through a coordinated staff effort.

Currently Being Addressed

The Toxics & Pollution Prevention Program is developing an automated, standardized, multidepartmental database on companies and institutions subject to hazardous materials regulation.

- a. Establish an office of environmental advocacy and information

Currently Being Addressed

Office of Special Community Services created by City Council in July, 1991

- b. Review the possibility of an Ordinance requiring greater public notification for environmental review, particularly when related to hazardous materials and pollution controls

Study—Environmental Quality Element

2. Develop a baseline of community health data

Further Research Needed

- a. Hire epidemiology consultant to supervise health survey of West Berkeley residents.

Further Research Needed

City resources are currently inadequate to conduct such a survey. In addition to finding funding for the project, methodologies to use the health data generated effectively would have to be developed. However, it may be possible to work with the UC School of Public Health to develop such a study.

B. Citizen Participation

1. Increase citizen participation in coordination with City staff programs.

Currently Being Addressed

- a. Appoint citizens oversight committee

Currently Being Addressed

The Community Environmental Advisory Commission was created by the City Council in April, 1991.

- b. Appoint citizen representatives to the Local Emergency Planning Committee (the interjurisdictional committee which develops plans for responding to hazardous materials emergency)

Currently Being Addressed

Citizen representative (as of January, 1992 Jim Whalen) has been appointed.

C. Monitoring of Environmental Conditions**1. Develop ability to monitor air, water, and soil contamination.****Currently Being Addressed**

The City is upgrading its ability to monitor air, water, and soil contamination conditions. Both the Fire Department and the Toxics Program are requesting new equipment, such as "Drager" Tubes, which will allow them to engage in short term monitoring of air pollution situations. The DeSoto area health study will provide deeper information on conditions in that particular area. Water and soil monitoring will be improved by the requirements of the Stormwater Runoff Program, which will generate new data on water running off into the Bay. Owners of underground tanks are also required to monitor their performance at least annually. As City records are improved and consolidated, using them to evaluate overall environmental conditions will become easier.

- a. Hire consultant to monitor contamination

Currently Being Addressed through other strategies (see above)

- b. Develop periodic review of existing businesses to achieve Maximum Available Control Technology (MACT)

Currently Being Addressed by other agencies

The Bay Area Air Quality Management District has set MACT as its standard for any "new" source of air emissions. "New" sources include new equipment at existing facilities.

- c. Consider amending Zoning Ordinance to set MACT as the appropriate standard.

Currently Being Addressed through other strategies (see above)**D. Emergency Preparedness****1. Increase preparedness for hazardous materials emergencies, utilizing existing neighborhood organizations and watch groups.****Further Research Needed**

The City's Emergency Response Plan must be completed, and assessments undertaken on how it can work most effectively with neighborhood organizations.

- a. Establish emergency preparedness programs

Currently Being Addressed

City has hired Emergency Preparedness Coordinator, who is working with citizens' groups (such as Disaster Planning Task Force), developing informa-

tional materials, and engaging in other programs—as part of the Office of Special Community Services.

2. Retrofit seismically unsafe buildings

Currently Being Addressed

Pursuant to state law, the City Council has adopted an Unreinforced Masonry Buildings Ordinance, requiring owners of these buildings to prepare programs to increase their seismic safety.

- a. Pass Retrofit Ordinance, including revolving loan fund.

Currently Being Addressed

E. New Uses

1. Avoid the establishment of new uses which pose unmitigable environmental hazards.

Policies—Land Use and Environmental Quality Elements

- a. Establish list of preferred and prohibited uses.

Districting regulations—Land Use Element

The *Land Use Element* establishes permitted and prohibited uses for each district.

2. Prohibit the establishment of off-site industrial hazardous waste treatment and/or transfer facility.

Currently Being Addressed

Strict siting criteria were adopted in the April, 1991 Hazardous Materials Importation Ordinance.

3. Set City of Berkeley policy with regard to the location and/or operation of companies with a history of environmentally related crimes or non-compliance.

- a. Pass appropriate Ordinance (e.g. “Bad Boy”)

Currently Being Addressed through other strategies, Study Feasibility of Ordinance

Environmental records--except for those which concern trade secrets--are public record. The City of Berkeley's efforts to make these records more accessible have been discussed above. For any company already operating in Berkeley--which represent the great bulk of applicant companies here--its previous performance will be a matter of great interest to both citizens and staff. Requirements for submittal of Hazardous Materials Management Programs (HMMP) and in some cases, Risk Management and Protection Programs (RMPP) have also been discussed.

The situation in which a company's extra-Berkeley environmental record would be most critical would arise if a multiplant manufacturer or other firm not already in Berkeley sought to locate here. However, in recent years, no multiplant manufacturers who were not

already located here have sought to establish a new plant in Berkeley. Concern has been raised about a hazardous waste management facility locating here, but there are many, many communities which would be far easier for such a facility to locate in. Planning staff is also concerned about how and how broadly such a standard could fairly be applied, especially given the inevitable differences in operations and personnel from plant to plant. We are also concerned about such an Ordinance discouraging industrial location and expansion in Berkeley. Despite these concerns, the idea is listed for study of its feasibility.

4. New uses shall demonstrate ability to meet applicable environmental laws and standards

Currently being addressed

Initial Study/Environmental Review process, carried out in conjunction with the Toxics Program, does not allow new uses to begin operating until such ability is demonstrated.

5. Separate new residential development from manufacturing uses.

Currently Being addressed

Preferred Land Use Concept establishes separate manufacturing, residential zones, buffering regulations.

F. Enforcement, Compliance, and Clean Up

1. Enforce new and existing environmental laws with initial focus on top 10 firms; coordinate efforts with BAAQMD.

Currently Being Addressed

Top 10 firms had hazardous materials inspection in 1991, have been placed on annual inspection cycle.

- a. Appoint top level administrator to pursue 5 most significant environmental problems, as defined by citizens.

Currently Being Addressed

Office of Special Community Services in City Manager's Office created in July, 1991, Director appointed (currently Denise Johnson) in October, 1991. The Director reports regularly to the Citizens' Environmental Advisory Commission.

2. Assist existing manufacturers to assure compliance with environmental standards

Currently Being Addressed

Assistance providing during inspections, with preparation of Hazardous Materials Management Programs.

- a. Hold technical assistance workshops

Policy-Environmental Quality Element

Ongoing staff resources above those to conduct basic inspection/regulation program needed.

- b. Develop coordinated schedule of staff inspections (insure schedule is not formalized to the point where "surprise" is eliminated)

Currently Being Addressed

Expanded inspection schedule being implemented

3. Require businesses which close or leave to clean up site contamination.

Currently Being Addressed

Toxics & Pollution Prevention ongoing Work Program activity.

- a. Fund adequate number of staff positions.

Currently Being Addressed

Toxics & Pollution Prevention Program staff has been increased, Hazardous Materials program fees increased dramatically.

G. Recognition

1. Recognize and reward those companies which can exceed City of Berkeley and regional environmental standards.

Policy-Environmental Quality Element

- a. Increase public awareness of those exceeding standards or engaging in other extraordinary environmental efforts; use portion of fines for non-compliance to publicize

Ordinance/Regulatory Changes-Environmental Quality Element

- b. Insure (CEQA) mitigation fees are expended appropriately

Currently Being Addressed

City Planning Department prepares Mitigation Monitoring Programs for this purpose.

- c. Review possibility of extending tax credits (tied to cost) for pollution prevention; source and toxic use reduction, solid waste recycling.

Further Research Needed

City actively exploring programs in this area.

III. HAZARDOUS MATERIALS

Transportation, Storage, Handling, and Disposal

1. Accelerate Compliance with State and City law

Currently Being Addressed

- a. Conduct fee study/consider other financing methods

Currently Being Addressed

As noted above, hazardous materials program fees have been increased drastically for 1991-92, to make program self-supporting.

- b. Fund adequate number of personnel, 1 additional FTE minimum

Currently Being Addressed

In 1991-92, Toxics & Pollution Prevention Program staff has expanded by 1 FTE.

- c. Promote/pursue internships.

Currently Being Addressed

Program regularly using interns.

2. Increase inspections and enforcement, improve local enforcement capability

Currently Being Addressed

- a. Use City Attorney's Office to augment County District Attorney's capacity to prepare cases

Currently Being Addressed through another strategy

This implementation proposal sought to use the Berkeley City Attorney's office to aid the Alameda County District Attorney (DA) in preparing cases against hazardous materials violator, thus making it possible for the DA to bring more effective cases. Using the City Attorney's Office has not proved possible. However, the Police Department has proposed hiring an investigator for toxics violations, one of whose major duties will be assisting the DA on hazardous materials cases.

- b. Require Business Plan to reduce toxics for permit approval.

Currently Being Addressed

While state law only requires a Business Plan with Source Reduction for sites that produce over 12,000 kilograms of hazardous waste per year, City Ordinance has reduced the threshold to 4,000 pounds per year.

3. Develop risk management and communication procedures

Currently Being Addressed

Current Risk Management and Prevention Programs now require that risk communication programs be incorporated.

- a. Provide technical assistance workshops for businesses

Project—Environmental Quality Element

Ongoing staff time needed to prepare, present workshops.

4. Reduce the importing into Berkeley, transportation, storage, and use of hazardous materials and waste.

Goal—Environmental Quality Element

- a. Pass Hazardous Materials Importation Regulation Act.

Currently Being Addressed

Ordinance adopted April, 1991

- b. Pass Ordinance based on (Petris) Hazardous Materials Reduction Ordinance

Currently Being Addressed

Pollution prevention planning proposal being developed.

5. Require Use Permit conditions on hazardous materials/waste hauling.

Currently Being Addressed by Other Agencies

Hazardous waste haulers are licensed by State. Facilities using hazardous materials and/or generating hazardous wastes are required to use licensed haulers and maintain accurate manifests of materials/wastes hauled.

- a. Pass new Hazardous Materials Transportation Ordinance

Study—Environmental Quality Element

Assess amending existing Ordinance, which prohibits hauling above BART tracks.

6. Encourage hazardous waste reduction and recycling

Policy—Environmental Quality Element

- a. Amend Zoning Ordinance to require (Hazardous Waste) Recycling Plan for permit approval.

Currently Being Addressed

Toxics & Pollution Prevention Program to develop hazardous waste reduction and recycling programs, review procedures. It, along with the Community Development Department, will consider the effect of these programs on Berkeley's business competitiveness.

- b. Pass mandatory commercial (hazardous waste) recycling Ordinance.

Study—Environmental Quality Element

IV. CONTAMINATED SOILS AND GROUNDWATERS

1. Increase inspections and enforcement from 1990-91 levels

- a. Conduct fee study, analyze other financing methods

Currently Being Addressed

Fees substantially increased in 1991-92 program year to meet program costs.

- b. Fund adequate number of personnel, 1 FTE above 1990-91 levels minimum

Currently Being Addressed

Toxics & Pollution Prevention Program reorganized, threatened staff losses prevented, staff augmented.

- c. Promote and pursue internships

Currently Being Addressed

Toxics & Pollution Prevention Program actively uses interns for both programs and special projects (e.g. DeSoto waste reduction).

2. Improve disclosure of conditions on sites.

- a. Pass Disclosure Ordinance

Further Research Needed

San Francisco's Ordinance requiring disclosure of site conditions on sale has not yet been implemented, and no other jurisdiction has passed such a requirement. It is unclear how this requirement would be enforced. However, lenders frequently require such disclosures on sale.

- b. Shorten time frame for disclosure, testing, and clean-up

Currently Being Addressed

The Toxics & Pollution Prevention Program has dramatically increased the level of inspections, and shortened the inspection cycle.

3. Increase site clean-up

- a. Review existing legislation

Currently Being Addressed

Ongoing programmatic activity

- b. Map source sites and groundwater contamination plumes

Project-Environmental Quality Element

Resources needed—possibly a qualified intern.

- c. Study bio-remediation of soil

Further Research Needed

Bioremediation techniques are new, generally untested, and currently require state approval to implement on each specific site. These techniques are not necessarily more cost effective at present than conventional techniques, although technology is evolving.

4. Publicize Environmental Record

- a. Track violation history

Currently Being Addressed

Improved hazardous materials computer database allows such tracking.

V. AIR QUALITY

1. Improve communication and coordinate responsibilities for assistance, enforcement, and complaint response with the BAAQMD.

Currently Being Addressed

- a. Develop Joint Powers Agreement or Memorandum of Understanding with Air Board.

Currently Being Addressed with other Strategies

This strategy seeks to improve the City of Berkeley's ability to act against air emission violators. The City is pursuing a variety of steps to do this. City Hazardous Materials inspectors and Air Quality Districts are doing mutual training, so that each will be able to monitor for and report violations of the other's regulations. The referral system has been noted above.

- b. Establish priority list of polluters for compliance and technical assistance.

Currently Being Addressed

- c. Develop Prevention Program, 1 year to comply from initial notification

Pollution prevention planning proposal being developed.

2. Regulate the use of ozone depleting compounds.

Currently Being Addressed

- a. Pass Ordinance regulating the sale, use, and recycling of products with ozone depleting compounds.

Currently Being Addressed

Ordinance adopted in January, 1991, to be administered by Toxics & Pollution Prevention Program.

3. Risk Management and Communication

- a. Technical assistance workshops

Project-Environmental Quality Element

Staffing above and beyond that needed to conduct basic regulation, inspection, and enforcement functions.

4. Reduce the importing into Berkeley, transportation, use, and storage of hazardous materials and waste.

- a. Technical assistance workshops

Currently Being Addressed through Other Strategies

Technical assistance being provided to hazardous materials users during inspections, in other settings. To date, workshops have been labor intensive and minimally productive.

- b. Require Business Plan to reduce toxics for approval

Currently Being Addressed

State requires Source Reduction Plan for hazardous waste levels over 12,000 Kilograms per year. Toxics Program staff drafting amendment to City's Disclosure Ordinance to require Source Reduction at 4,000 pounds per year.

- c. Adopt appropriate elements of the Hazardous Materials Reduction Ordinance, as proposed in the Petris bill.

Ordinance/Regulatory Changes--Environmental Quality Element

- d. West Berkeley Plan--Provide larger mixed use buffer zones between Manufacturing and Residential Zones

Policy--Land Use Element

- 5. Avoid the establishment of new uses which pose unmitigable odors to residential districts.

Policy--Environmental Quality Element

- 6. Reduce existing traffic and mitigate future traffic

Policy--Environmental Quality Element

- a. Maintain at least Level of Service "E" at key intersections.

Policy--Transportation Element

Higher levels of service would significantly improve air quality, but will be difficult to achieve because of already existing traffic levels.

- b. Reduce pollution from transit vehicles

Policy--Transportation Element

The California Air Resources Board and the federal Department of Transportation are developing improved standards for transit vehicle emissions.

- 7. Provide tree planting and landscaping

Currently Being Addressed

The Redevelopment Agency is initiating a tree planting program for the Redevelopment Area (bounded by 6th, Eastshore Freeway, University, and Cedar)

- a. Pass "Greening" Ordinance to promote tree-planting and appropriate streetscape design.

Policy--Urban Design Element

The Urban Design Element Draft will call for the development of design guidelines, including streetscape design, for various parts of W. Berkeley.

VI. NOISE

1. Separate noise emitters from sensitive receptors (see Buffer Standards in Land Use Element.) Policy—Land Use Element

- a. Provide larger mixed use buffer zones.

Policy—Land Use Element

Land Use Element separates most intense Manufacturing zones from Residential zones.

2. Develop performance standards for new uses (see Performance Standards in Land Use Element).

Policy—Land Use Element

- a. Include noise standards for new construction of housing and manufacturing

Policy—Environmental Quality Element

- b. Amend Noise Ordinance to apply multi-family zone noise standards to mixed-use areas that permit residential uses.

Currently Being Addressed

Health & Human Services Department is in process of preparing new Noise Ordinance.

3. Investigate problem noise sources and develop appropriate solutions through negotiation or enforcement.

Policy—Environmental Quality Element

- a. Identify sources of night noise.

Study—Environmental Quality Element

- b. Impose Use Permit conditions Currently Being Addressed

Limitations on permitted noise levels are already incorporated in some Use Permits. Staff will continue to review the mechanisms whereby such limits might be best implemented, whether through performance standards, standard Use Permit conditions, or other means.

- c. When City lacks authority develop self-enforced “Good neighbor agreements” between industry (and/or institutions) and residents.

Study—Environmental Quality Element

Analysis would identify situations where such Agreements are needed, would discuss how institutional mechanisms that are fair to all parties could be created to develop and monitor Agreements.

4. Regulate truck circulation

Policy-Transportation Element

- a. Pass Truck Route Ordinance

Currently Being Addressed

Truck Route Ordinance has been modified to prohibit through truck traffic on local residential streets.

5. Construct sound walls along the Freeway

- a. Study feasibility of University-Gilman sound wall.

Study-Environmental Quality Element

- b. Implement Aquatic Park Master Plan policy--construct acoustic berm

Policy-Urban Design Element

- c. Negotiate with Caltrans for construction of a sound wall, if feasible.

Further Research Needed

Caltrans apparently unlikely to find any such project until City and Caltrans reach agreement on I-80 plans.

VII. BIO-HAZARDOUS MATERIALS

The primary non-federal regulatory vehicle in this emerging field is the 1991 California Medical Waste Management Act. (There are a number of federal regulatory statutes, primarily administered by the Food and Drug Administration--FDA.) All large quantity generators of medical waste, and small quantity generators using certain disposal techniques must register. The City of Berkeley had intended to become the local Administering Agency for this Act. However, the City found that fee levels permitted by the State were not commensurate with program responsibilities and costs. Therefore, like most jurisdictions which had the chance to operate the program, Berkeley declined.

This decision will hold at least through the 1991-92 fiscal year, and perhaps beyond. Since the City will not be administering the Act, the implementation actions which flow from doing so are not feasible. Task 1 in this section is to Enforce the 1991 Medical Waste Management Act. The subtasks are to a. Research the Issues, including source reduction; b. Develop Medical Waste Management Program, to be fee supported; c. Establish City of Berkeley as local enforcement agency to administer 1991 Medical Waste Management Act., and d. Review Medical Waste Management Program after 1st year. All but the last of these subtasks--which staff plans to do--is not feasible.

Task 2 is to Increase Inspections. Subtasks are a. Identify Medical Waste generators such as medical and dental offices, clinics, hospitals, surgery centers, laboratories (medical & research), veterinary offices, clinics, hospitals, and pet shops; b. Evaluate the practicality of regulating household medical waste; c. Identify problem companies, health risks, and possible strategies. All of these tasks are based on administration of the Medical Waste Management Act and are thus not feasible. Task 3 is to Develop risk management and communication, with the subtask of technical assistance workshop. This task is also not feasible, because it too relies on Medical Waste Management Act information.

APPENDIX B

CULTURAL RESOURCES OF WEST BERKELEY

West Berkeley is not generally thought of as Berkeley's cultural center, but there is a great deal of cultural life and activity here. West Berkeley's large spaces, relatively low rents, and ethnic diversity are among the factors which make it a good home for cultural activities. West Berkeley is an important locale for artists and craftspeople, for live music performances, and for ethnic restaurants and groceries, among other cultural resources. The historic buildings and areas of West Berkeley, and its parks and open spaces are also cultural resources which are discussed elsewhere in this Element. There are a wide variety of cultural resources, some of which not everyone would see as resources.

The strong community of artists and craftspeople which exists in West Berkeley is clearly such a resource. There are studios and worksites at locations such as the Kawneer Building (8th & Parker), the Nexus Institute (8th & Carleton), the Kala Institute (9th & Heinz), and other sites. Indeed, the East Bay Open Studio tour, which annually opens artists' private studios to the public listed no less than 26 West Berkeley venues and 59 individual studios in West Berkeley in 1992.

Live music is another West Berkeley cultural element. Current live music venues include Freight & Salvage (Addison E. of San Pablo) and Ashkenaz (San Pablo near Gilman) for folk music, Thunder Bay (Bolivar near Addison) and the 924 Gilman club for rock music, and Picante (6th near Gilman) for jazz. There have been live theatres in West Berkeley, but are none operating currently.

The written word is also represented in West Berkeley. The West Berkeley Branch of the Berkeley Public Library (University E. of San Pablo) sponsors a wide range of literary activities, including Spanish language book discussion groups. West Berkeley also houses the Niebyl-Proctor Marxist Library for Social Research in historic landmark Finn Hall. West Berkeley also has specialized bookstores in architecture—Builders' Booksource (4th St. N. of Hearst), ecology—Ecology Center (San Pablo S. of Dwight), and poetry—Small Press Distribution (San Pablo N. of Hearst).

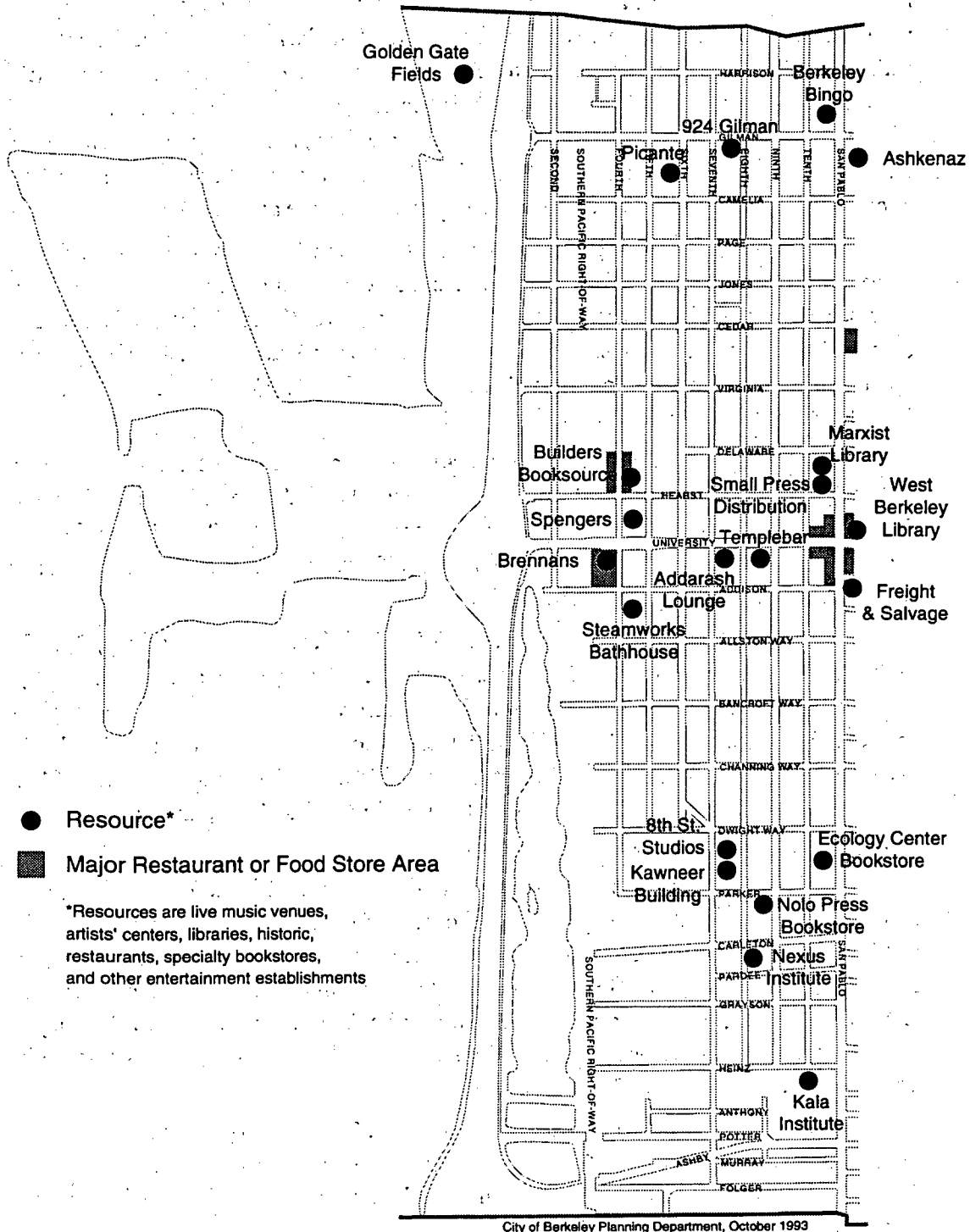
Culture is perhaps most often experienced in the form of food. The 57 eating and drinking places in West Berkeley include Afro-American, American, American Seafood, Californian, Cambodian, Caribbean, Chinese, Indian, Japanese, Mexican and other restaurants. West Berkeley food buyers can take advantage of groceries oriented to Caribbean, Indian, Middle Eastern, Thai and other cuisines. Some of West Berkeley's restaurants and bars—such as Spenger's and Brennan's—are longtime establishments which are themselves part of West Berkeley history.

West Berkeley is also home to gambling places. The Golden Gate Fields racetrack lies adjacent to the plan area at Gilman St. & West Frontage Rd., and is situated in both Albany and Berkeley. San Pablo north of Gilman is home to a bingo parlor which supports a number of charitable and religious groups.

There has been a public bathhouse in West Berkeley for decades.

In addition to being a locale where culture is enjoyed, it is also one where cultural products are created and produced. In addition to art and craft studios, there are also film, video, and record production companies in West Berkeley, at the Fantasy Building (10th & Carleton) and in other locations. West Berkeley is home to most of Berkeley's printing industry, and to some publishers, such as Nolo Press and Ten Speed Press.

Figure 1: Cultural Resources of West Berkeley, 1993



APPENDIX C

Recommended Parking Standards

Discussions of the West Berkeley Plan have highlighted the need to revise parking standards. Currently, the Zoning Ordinance requires the same provision of parking (2 spaces per 1,000 sq. ft. of built space) for most commercial uses, despite the fact that retail, office, and manufacturing uses impose substantially different parking demands. The proposed standards also to some extent differentiate between the differing impacts of different internal uses within a single facility (e.g. production vs. office within a manufacturing plant). The standards are designed to reflect the impact of various uses more accurately, not encourage undue reliance on the private automobile (by providing excessive parking) and to provide an incentive for retention of manufacturing and industrial uses, by lowering their parking standards.

These standards are recommended for adoption in principle.

<i>Use</i>	<i>Parking spaces required per 1,000 sq.ft.</i>
Manufacturing (assembly & production space)	1.0
Warehouse and storage	1.0
Offices (freestanding and within other uses)	2.0
Laboratories	1.5
Retail uses	2.0
Restaurants (except fast food)	3.0
Fast food restaurants	4.0

Additional recommendations concerning parking standards:

- Consider reduced standards for those areas of University Ave. and San Pablo Ave. with strong transit service. Reduced standards in these areas could also assist in developing and maintaining continuous commercial frontage. One approach in mixed use buildings could be allowing the same parking space to serve as required parking for both residential and commercial uses, especially neighborhood commercial uses.

- Develop an appropriate standard when West Berkeley Plan zoning is adopted for required bicycle parking when there is new construction and/or significant change of use.

- Permit a maximum distance of at least 500 feet between a development and required parking serving it, rather than the current 300 feet. Allow in-lieu fees rather than on-site provision of parking spaces for developments within 500 feet of an actual or planned public parking facility.