

# DRAFT SOUTHSIDE PLAN

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~~DISCUSSION DRAFT OF DECEMBER 2001~~  
~~As amended by the Planning Commission, July 2003~~

**City of Berkeley**

**Planning Commission**  
**Southside Plan Subcommittee Draft**

# Table of Contents

Introduction and Plan Goals.....	2
Southside Planning Process.....	5
Related Planning Studies.....	10
Land Use and Housing Element.....	19
Transportation Element.....	61
Economic Development Element.....	92
Community Character Element.....	109
Public Safety Element.....	134
Southside Design Guidelines.....	155
Zoning, Introduction.....	175
Zoning - C-T Commercial District Zoning.....	177
Zoning - R-SMU Residential Southside Mixed Use District.....	189
Zoning - R-S Residential Southside District.....	196
Zoning - R-3 Multiple Family Residential.....	202
Appendix A: Opportunity Sites.....	208
Appendix B: Townscape Units.....	216
<u>Appendix C: Circulation Alternatives Considered in the DEIR.....</u>	

Changes in italics – updates to explain changes to the Southside since 2003

Other changes – revisions to correct or clarify the Plan

## **SOUTHSIDE PLAN - PLANNING COMMISSION SUBCOMMITTEE DRAFT**

# INTRODUCTION AND PLAN GOALS

### **I. 2008 Introduction**

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

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

*Staff determined that as long as the policies and actions of the Plan are consistent with other City ordinances, the Plan could be adopted. The text remains essentially the same as the 2003 version, but outdated references have been removed and more current information, called out as "2008 updates", has been added where relevant. Each chapter begins with a new introduction that explains major changes to that section. The purpose of the changes is to update the text and prevent inconsistencies between the Southside Plan and other City and State regulations, while keeping the direction developed by the community.*

### **II. I. Plan Purpose & Study Area Boundaries**

For the purposes of the Plan, the Southside is generally defined as the area bounded by Dwight Way on the south, Bancroft Way on the north, Prospect Street on the east, and Fulton Street on the west ~~including the properties fronting those streets~~. The study area also includes properties along Telegraph between



Dwight Way and Parker Street. [See the map on page 5 for specific boundary details.](#)

The Southside Area Plan is intended to guide the development of the Southside area until at least the year 2020. It sets forth the City's key land use, housing, transportation, economic development, community character, and public safety policies for managing change in the Southside. During development of this Plan it became clear that many of the policy recommendations apply beyond the study area boundaries, such as the policies recommended for residential parcels that are located just outside the study area. Similarly, transportation and parking policies must extend and apply well beyond the study to be effective.

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

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

### **III. Plan Organization**

Each Element of the Plan includes a background section, which provides information on specific topics covered by the Element and a basis for the objectives, policies, and actions. In many cases additional reports and plans are referenced as part of the background section. Each element also includes objectives, policies, and actions. *Objectives* identify the results that the City is trying to achieve or direction in which the City is trying to move. A *policy* is a specific statement of principle that provides direction on a particular issue and ensures that actions are consistent with the direction or end result described in the objectives. *Actions* are strategies, programs, or specific actions to be carried out that will help the City achieve its objectives.

### **IV. Plan Goals**

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

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

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

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

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

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

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

#### **IV. Implementing the Plan**

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

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

# SOUTHSIDE SUBAREAS



## Legend

-  Residential Medium Density Subarea
-  Residential High Density Subarea
-  Residential Mixed Use Subarea
-  Telegraph Commercial Subarea
-  Dwight Way Commercial
-  Southside Study Area Boundary

DWIGHT WAY COMMERCIAL

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## SOUTHSIDE PLANNING PROCESS

### I. THE ORIGINS OF THE SOUTHSIDE PLAN

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

### II. A COMMUNITY PLANNING PROCESS

The Southside neighborhood has been the subject of numerous planning initiatives over the years. In the 1920s, Berkeley became one of the first cities in the United States to adopt a rudimentary form of zoning to regulate land uses. Specific planning initiatives in the Southside date back as early as the 1930s when the City and the University cooperated on a traffic study in the vicinity of Edwards Track stadium, which the University was then developing on three residential blocks it had purchased. One of the results of the study was the widening of Bancroft Way west of Dana Street.

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

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

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

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

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

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

**2008 Update**

Final revisions to draft Plan: July 2003

Work on DEIR begins: July 2004

DEIR released for review March 2008

**City and UC Staff Prepare First Draft**

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

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

Following these initial workshops and concurrent with the stakeholder interviews, City and University staff drafted “issue papers” related to land use, transportation, economic development, historic preservation, and pedestrian quality of life. The issue papers presented background information on the different topics, and posed possible strategies and policy direction. During fall 1998, five public workshops were held at which staff made presentations and heard comments from community members about issues in the areas of land use and housing, parking and transportation, urban design and historic preservation, and economic development. The issue papers previously prepared by staff were used as a starting point for the discussions. The *South of Campus Circulation Study, Phase 2* was released and discussed at the transportation and parking workshop. At the fifth workshop, staff presented general planning principles and

policies; participants were asked to decide which policies they agreed and disagreed with, and which policies required further development. While the responses of participants were not considered a “vote,” the results of the workshop helped indicate where general community consensus existed on an issue, and where more discussion and analysis was necessary.

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

### **Working Groups Develop Proposals**

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

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

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

During the spring of 2000, working groups presented their proposals to the Planning Commission for discussion. Central to the Land Use and Housing Working Group proposal was an attempt to balance the concerns of different stakeholder groups. Throughout the Southside Plan process students had called for more housing in the area for students and others, while neighbors had expressed concerns about impacts resulting from additional development, in particular increased automobile traffic, and preservationists has expressed concern about impacts on historic resources.

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

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

### **The Draft is Further Revised**

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

Between April and July of 2001, the Southside Plan Subcommittee held eight well-attended meetings to discuss and refine the working group draft elements and zoning language. Amendments were suggested and voted on. The current draft of the Plan includes the changes to the working group drafts recommended by the Subcommittee. Three meetings were also held to discuss the Design Guidelines and the Community Character elements and the Subcommittee voted on a series of proposed changes that emerged from those meetings.

The Subcommittee also agreed on a number of transportation issues, but was also unable to make any decision about Bancroft and Durant. ~~Issues about these two streets remain unresolved in this draft.~~ In May 2002, the Planning Commission passed a motion to add proposed changes to the transportation element of the Southside Plan to the draft Plan. Through December 2002, City staff continued to provide additional text to be incorporated into the Draft Plan per Planning Commission direction received earlier in the year. A proposed schedule for EIR preparation was also created. Amendments and revisions to the draft Plan continued through July 2003.

### **2008 Update:**

#### **Environmental Analysis**

In July 2004, the City initiated the preparation of an EIR based on the July 2003 Draft Southside Plan. In November 2004, a Notice of Preparation was issued and a scoping meeting was held to receive public comment on the Initial Study prepared for the project. In May 2005, City staff estimated the level of development that could reasonably be expected to occur in the Southside area through the 2020 plan horizon.

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

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

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

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

### **III. PLAN ADOPTION AND USE**

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

Once it has finished making revisions to the current ~~Subcommittee~~ ~~D~~draft of the Plan, the City of Berkeley Planning Commission will forward the Southside Plan to the Berkeley City Council for approval and adoption. When the Plan is adopted by the City Council, it will become an amendment to the General Plan, and the City’s approved planning policy for the Southside neighborhood. Other City policy documents that apply to the area, such as the Zoning Ordinance, will then need to be updated to reflect the policies of the Southside Plan. Zoning changes

~~approved~~reviewed by the Planning Commission will be submitted to the City Council for approval along with the draft Southside Plan.

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

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**SOUTHSIDE PLAN – PLANNING COMMISSION SUBCOMMITTEE DRAFT**

## RELATED PLANNING STUDIES



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

### I. CITY OF BERKELEY PLANNING STUDIES

#### A. City of Berkeley General Plan

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

#### Elements of the General Plan

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

#### Area Plans and Strategic Plans

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

## B. City of Berkeley Bicycle Plan

The City's Bicycle Plan, adopted in ~~January 1999~~April 2000, established bicycle-related policies and identified a bicycle network for the City. The recommended bicycle network includes bicycle lanes, routes and paths. In addition, the Plan established two new bikeway types: the class 2.5 bikeway and the bicycle boulevard. Seven bicycle boulevards form the backbone of the City's bikeway network. The City's bicycle network also includes planned and existing UC campus bikeways. During the development of the Bicycle Plan, cyclists mentioned many problems with bicycle circulation and parking in the Southside area. As a result, the Bicycle Plan makes recommendations for bikeway routing in the Southside area, which are discussed in more detail in the Transportation and Parking Element.

*2008 Update: In 2005, the City adopted a Bicycle Plan update to the existing Plan adopted in 2000, and currently has a Draft Pedestrian Plan available for public review.*

## II. UNIVERSITY PLANS AND STUDIES

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

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

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

Many of these uses are already located in the Southside.

*2008 Update: In 2005, the University adopted the 2020 Long Range Development Plan (LRDP). In this document, the area identified as the Southside in the Southside Plan is split between three land use zones. Most of the Southside (Durant to Dwight, and Fulton to Prospect) is in the “Southside”, along with the Clark Kerr Campus. The “Adjacent Blocks South” is the first block adjacent to the campus, from Bancroft to Durant between Ellsworth and the Stadium. The “Adjacent Blocks West” includes one block of the Southside, (Bancroft/Ellsworth/Durant/Fulton), along with the area west of campus between Oxford and Shattuck. The remaining Southside block, the 5<sup>th</sup> block of Telegraph, is not included in the 2020 LRDP. Because the Southside is split between these land use zones, the land use and project design for UC properties is not consistent throughout the Southside. The LRDP does mention that as a general rule, the University shall use the Southside Plan to guide the location and design of future projects located within the Southside as defined by the Southside Plan.*

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

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

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

The SAFER Plan included these ten action items:

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

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

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

### **C. The University's New Century Plan**

As part of its Safer 10-Point Action Plan, the University ~~is~~ ~~preparing~~ a strategic master plan that ~~will~~ ~~define~~ a campus planning vision to guide changes to the University's facilities. The New Century Plan ~~will~~ ~~comprehensively~~ ~~addresses~~ the seismic upgrading of campus buildings, the renewal and maintenance of facilities, housing and access strategies, and campus programmatic needs. It ~~will~~ ~~also~~ ~~suggests~~ priorities for the allocation of resources and ~~identifies~~ alternative implementation strategies to realize its vision for the campus. The New Century Plan differs from the LRDP in that it develops a broad physical vision for the campus and a policy framework for investment decisions. The LRDP, on the other hand, defines the investment program for a specific timeframe, based on this policy framework. ~~Work on t~~The New Century Plan, ~~which began in the fall of 1999, will~~ ~~incorporates~~ the goals and recommendations of the Southside Plan into its vision for the University's south of campus properties. The ~~initial version of the New Century Plan, covering the core campus and adjacent blocks is complete and is~~ published on the UC Berkeley Capital Projects web site, <http://www.pdc.Berkeley.edu/~www.cp.berkeley.edu/ncp/index.html>.

### **D. Underhill Area Projects**

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

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

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

In 1999, after internal review of the initial project proposal, public input on the project, and public comment as part of the Southside Plan process, the University expanded the scope of its plan to include housing at sites proximate to the former parking structure, but continued to include an expanded three-level parking garage on the Underhill site despite community opposition. The University changed the name of the proposals to the Underhill Area Projects. Several public meetings were held in the spring of 1999, and extensive exchanges with neighbors and students on a Master Plan for the Underhill Area included a scoping session for the Projects' environmental impact report (EIR). The City, along with students, neighbors, environmentalists, and transit and bicycle advocates, continued to urge the University to consider alternatives to the proposed Underhill parking structure.

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

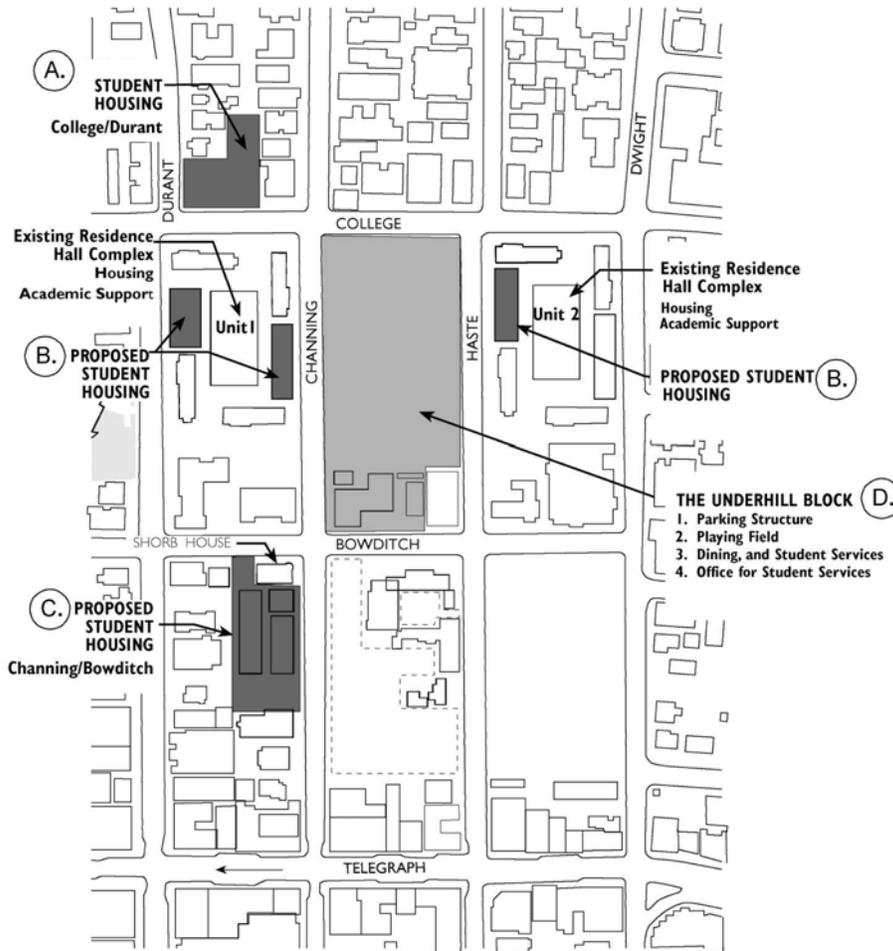
The Underhill Area Projects, as examined in the 2000 EIR and its later addendum, includes:

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

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

*2008 Update: As of 2008, all of the Underhill projects have been completed.*

## UC UNDERHILL PROJECTS



Map RP-1: Underhill Master Plan Sites

Note: As of October 2003, new student housing is under construction at Units 1 & 2 and at the Channing/Bowditch site.

### E. Campus Parking Studies

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

### III. JOINT CITY AND UNIVERSITY PLANNING STUDIES

#### A. Southside of Campus Circulation Study, Phase 1 & 2

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

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

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

## **B. Transportation Demand Management Study (TDM)**

In the Spring of 2001, the City and the University jointly published the Southside/Downtown Transportation Demand Management Study. The concept of the TDM study evolved out of the 1997 Memorandum of Understanding (MOU) between the City and University. In the MOU a “coordinated circulation and parking measures” study was outlined to be undertaken as part of the circulation planning portion of the Southside Area Plan. During the scoping period at the initiation of the planning effort, the City Council requested staff to address transportation and parking with a more comprehensive geographic and strategic scope. While this change caused delay in the commencement of a transportation study, it produced an agreement to do a TDM Study that addresses the Southside, the University, and the Downtown in its scope. The TDM Study commenced in fall 1999.

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

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

Recommended TDM programs and activities include:

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

#### **IV. AC TRANSIT'S MAJOR INVESTMENT STUDY AND ENVIRONMENTAL REPORT**

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

There is a significant need to improve both the speed and reliability of bus service in the corridor. In addition, there are pockets of special needs in the corridor, with large concentrations of households with minimal or no access to automobiles. Economic development is key to a number of other communities along the corridor. Improved access to businesses in the corridor would enhance their economic vitality. Bus riders would benefit from faster travel times and faster, more frequent and convenient service would attract new riders who would use the services in the corridor.

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

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

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

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

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

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

~~The AC Transit Major Investment Study produced the result of defining bus rapid transit as the desired mode, and established Telegraph Avenue as the general corridor. In the next phase, AC Transit will prepare an Environmental Impact Statement (EIS), estimated to take two years (to 2004). The EIS process will include a scoping effort, beginning in 2003. At that time, the District will do extensive outreach to neighborhoods to solicit input. The information gained will be used to evaluate alternatives.~~

2008 Update:In 2003, a scoping effort to obtain public and agency input on the BRT project began. Five public comment meetings were held in the spring of 2003, and a formal public scoping meeting was held in February 2004. After that, over 70 community and stakeholder meetings were held. Out of these meetings, four Build Alternatives were developed. Precise street alignments through the three cities would be based on Locally preferred Alternatives (LPAs) developed by each city.

In 2007, AC Transit released a draft Environmental Impact Statement/Environmental Impact Report (DEIS/R) detailing the environmental impacts of the four proposals. The next step in the BRT process is the development of LPAs by the Berkeley, Oakland and San Leandro City Councils. This will lead to a final route to be evaluated in the Final EIS/R.