DOWNTOWN AREA PLAN
as adopted on July 14, 2009
Resolution Number 64,581-N.S

Figures appear at end of document.

City of Berkeley
in cooperation with
The University of California, Berkeley
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THE VISION FOR DOWNTOWN

Downtown is the heart of Berkeley where people enjoy urban life.

Downtown models Berkeley’s commitment to sustainability. Downtown seeks to minimize human impacts on the environment, through its emphasis on walking, bicycling, transit, green streets, and green architecture.

Downtown is economically vibrant. Downtown increasingly serves Berkeley’s residents and visitors with attractive retail, exceptional restaurants, community services, and remarkable parks and plazas. Downtown celebrates its proximity to a public university internationally renowned for its academic accomplishment and its physical beauty. Downtown’s cultural, educational and historic assets form the foundation for its success.

Downtown is a great neighborhood that is oriented to the pedestrian. It offers diverse housing opportunities for all kinds of people, with an emphasis on affordability and supportive services. Safe and tree-lined streets, shops, services, and amenities make it possible to meet most daily needs on foot.

PURPOSE AND PROCESS

Downtown is more than a place on a map or a collection of buildings and streets. It is a vital, recognizable heart to the city: a place where the community comes together to work, to play, to shop, to walk around, and to meet and connect with other people from the community. It is the place to take out-of-town guests when they say they want to “See Berkeley”. Or it should be.

Downtown Berkeley has many of the qualities of a great downtown. It has a traditional “main street” character, with buildings built to the edge of the sidewalk, windowed storefronts where you can see people and merchandise, and an eclectic mix of buildings, many with a wonderful historic character. It has a variety of places to eat, shows to see, a great library, a widely used YMCA, and unique stores, to mention just a few of its qualities. It continues to be a major transit hub and has the advantage of a large world-class university on its doorstep.

Despite its great qualities, many people – including many Berkeley residents – are disappointed in today’s Downtown. Many Berkeley residents remember a vital, family-friendly downtown that existed until the 1980’s. They remember Edy’s Ice Cream, Hinks department store, JC Penney, the Blue and Gold Market, Morrison Jewelers, Tupper & Reed music, and many other places that made Downtown a gathering place for everyone – a place where the community came to meet their daily needs, not just where they come to go to the movies, the theater or the library.

Many Berkeley residents want the old Downtown back, but some of the fundamental economic conditions that created Berkeley’s traditional downtown no longer apply. Yet, it is possible to create a downtown that has vibrancy and energy and becomes once again the heart of the community.
Planning for this sort of transformation requires an understanding of current conditions and opportunities -- and a new vision for the future of Downtown.

Berkeley’s 1990 Downtown Plan achieved some of its goals (see below). However this new Downtown Area Plan pursues a clearer vision of what Downtown should and can become during the 21st century. The new Plan connects this vision to result-oriented policies and implementing actions (as will be described on the following pages).

THE 1990 DOWNTOWN PLAN

The previous Downtown Plan was adopted in 1990 after six years of work. That particular planning effort occurred at a time when the characteristics that made downtown a special place were at risk: classic older buildings had been replaced by soulless banks and fast food restaurants. During the 1960s and 1970s, new Modernist buildings were built that lacked the character and quality of historic buildings, and BART’s construction disrupted Downtown. Some believe it never recovered.

The 1990 Downtown Plan emphasizes the importance of protecting Downtown’s traditional character: the plan respects the City’s values for protecting its historic character, cultural diversity, social equity, and human scale of development while improving vitality and the physical environment. As a result of the 1990 Plan, Downtown has retained much of its traditional character while allowing for change in many positive ways. Cultural uses formed another cornerstone of the 1990 Plan. While Downtown’s retail anchors were not saved, cultural uses presented a way of maintaining Downtown as a regional destination. A new Arts District was created through the successful recruitment of live theatres, the preservation of historic facades, and community-inspired street improvements.

The 1990 Plan also emphasized high-density housing as being critical to Downtown’s revitalization, and the 1993 Downtown Design Guidelines were innovative for their time by emphasizing traditional building types where buildings are built to the street edge and where residences and offices are built over stores that face the street.

But the 1990 Plan has not been enough to revitalize Downtown, as underlying economic limitations remained unaddressed. High retail vacancy rates persist and the rate of residential construction, while significant, remains relatively small compared with the number of people who commute to the University and Downtown, with the number of units needed for the market to begin to address Berkeley’s crisis of affordability – as well as the number of residents needed to create a thriving neighborhood.

The 1990 Plan also could not anticipate a new spectrum of concerns. Environmental sustainability and global climate change had not emerged as major issues. “Transit-oriented development” had not been coined, let alone developed as a concept. The place-making potential of well-designed streets and buildings was poorly understood and received little emphasis.

THE DOWNTOWN AREA PLAN PROCESS

A new Downtown Area Plan effort was initiated in 2005 as a result of a settlement of a dispute between the University of California, Berkeley and the City of Berkeley regarding the University’s Long Range Development Plan (LRDP). The University’s LRDP called for 800,000 square feet of new...
development in and adjacent to Downtown. It was not clear how UC’s Downtown development would be arranged or what its character would be.

The City and University recognized that the future of Downtown was of mutual concern, and that to foster a healthy, sustainable, livable, and vibrant Downtown was in the interests of both the City and the University. Specifically, the City and University agreed to foster Downtown revitalization by working together to develop a new Downtown Area Plan that would provide an opportunity to address community goals while shaping the University’s development plans.

The Downtown Area Plan was developed through the extensive participation of Berkeley’s citizens. Community concerns and a community-based process were the central drivers for the Downtown Area Plan. In 2005, Berkeley’s City Council appointed a 21-member Downtown Area Plan Advisory Committee (DAPAC), with three additional ex officio University representatives appointed by the University. The DAPAC provided direction for a draft Downtown Area Plan that expressed a shared vision, common goals, and policy objectives. DAPAC and its subcommittees met through two years and nearly one hundred meetings, with assistance by City and University staff. Various experts were brought in to better clarify the complex issues that DAPAC faced.

The DAPAC successfully identified all but a few issues that would need to be addressed to have an exemplary Plan. The development of implementing measures was deferred to the Planning Commission that was assigned the next phase of plan development. DAPAC made its final recommendations and forwarded them to City Council and Planning Commission in late 2007.

In early 2008, Berkeley’s Planning Commission began developing its recommendations for the Downtown Area Plan. Using DAPAC recommendations as a foundation, the Planning Commission considered an array of measures for implementing the Plan. The Commission also sharpened policy language to eliminate redundancies and ambiguities.

The Planning Commission differed with DAPAC on few substantive issues, but differences did exist. Most notably a majority of Planning Commission expressed support for taller Downtown buildings than a majority of DAPAC members supported. The Planning Commission agreed with the DAPAC that there were significant public benefits from higher intensity development, but it concluded, based on a development feasibility assessment it requested, that taller buildings would be necessary to achieve those benefits, it found that the economics associated with height, building codes and construction costs are likely to make buildings heights between 75 and 160 feet infeasible under typical conditions.

In May 2009, City Council developed a Downtown Area Plan for adoption. The Council considered both DAPAC and Planning Commissions recommendations as it made final revisions. The University of California will use the adopted Plan to guide its plans for properties that it develops in Downtown.

**PROJECT LOCATION AND BOUNDARIES**

Downtown Berkeley is one of only a few large city centers in the East Bay, and sits adjacent to the University of California, Berkeley (Figure IN-1: Regional Context). (Note: all Figures appear at end of this document.) The Downtown Area includes the intersection of Shattuck Avenue, a historic link to Oakland, and University Avenue, the historic link between Berkeley’s original settlement and uses at
the Bay’s edge. Shattuck and University continue to be major arterials within the East Bay.
Downtown Berkeley is also the second largest transit node in the East Bay, and is served by BART (Bay Area Rapid Transit) and many bus lines operated by AC Transit and others.

The Downtown Area is generally bounded by Hearst Avenue along its northern edge, Oxford-Fulton Streets along its eastern edge (beyond which lies UC Berkeley’s main campus), Dwight Way to the south, and Martin Luther King, Jr. Way to the west (Figure IN-2: City Context).

The Downtown Area includes all of the commercial and civic areas considered by Berkeley residents to be “downtown.” The planning area for the DAP is significantly larger than the area considered by the 1990 Downtown Plan that focused largely on the blocks closely surrounding the BART station. The current Downtown Area also takes in portions of residential neighborhoods, to allow the DAP to consider boundaries and transitions more carefully (Figure IN-3: Existing Street-Level Uses).

A BRIEF HISTORY OF DOWNTOWN

Downtown Berkeley has a relatively long history, compared with many California cities. Downtown has buildings constructed during several periods and representing a wide variety of architectural styles.

A central business district began to take shape in the 1870’s, with successive waves of development through the 1920’s and 30’s. Development of this period followed the traditional pattern of American cities, with a grid street pattern and most buildings built to the edge of the sidewalk with housing or office space above street-level storefronts. Downtown’s position as a transportation center played a pivotal role, as Downtown was a convergence point for several rail lines. Shattuck Avenue’s generous right-of-way held several intercity rail tracks, and was a focal point for commercial activity. University Avenue intersects Shattuck in the Downtown Area and also offered local streetcar service.

Significant retail development continued to happen through the 1960’s, but by the 1970’s Downtown’s role as a regional shopping destination was in decline and the pace of development slowed. Interurban train service ceased in 1958 and when BART opened its Downtown Berkeley station in 1973, shopping destinations with easy auto access were eclipsing traditional centers across the nation. BART construction was also a major disruption to Downtown and -- in an effort to make it more welcoming to cars -- Shattuck was reconfigured to maximize diagonal parking spaces while moving through-traffic quickly. Fortunately, Berkeley did not embrace the “urban renewal” schemes of the 1960’s and 1970’s, in which other cities tore down whole blocks of historic fabric to create large-scale redevelopment opportunities. Much of Berkeley’s historic fabric remains and is highly valued by Berkeley residents. The DAP reflects this value, as described in more detail in the Historic Preservation and Urban Design chapter.

Since the 1960’s and 1970’s, and continuing to today, the University of California, Berkeley has played a growing role in Downtown development motivated by expanding programs, but few opportunities for new development on the core-campus (bounded by Oxford, Bancroft and Hearst). University expansion is occurring in Southside, Northside, and Downtown areas. The University, and the affiliated Lawrence Berkeley National Laboratory (LBNL), have leased and developed space in Downtown, and the University has acquired more land and buildings in recent years. As noted earlier, University intentions for continued expansion into Downtown led to this Downtown Area Plan.
The 1990's brought a new interest in developing apartment buildings in Downtown. Although students occupy most of this new housing, non-students also occupy a significant number of new housing, however, because at least 20% of all units must be affordable to low- and very low-income households (and most students are dependents and do not qualify, or do not live in Berkeley long enough to qualify).

Downtown's reputation as a center for theatre and the arts was also strengthened in the past 20 years, with development of the "Arts District" along Addison Street, including a second stage for Berkeley Repertory Theater, the Aurora Theater, and the Freight and Salvage folk-music club, among other arts venues.

LAND USE

The Downtown Area is comprised of a wide mix of uses including a commercial hub along Shattuck near BART, and commercial uses that extend along Shattuck and University Avenues. These commercial areas have largely retained a "main street" character where storefronts are built to the street. Many of these buildings are "mixed-use" with residential units or office space above retail shops or other street-level space.

Many buildings in Downtown date from the turn of the 20th Century and contribute greatly to the character of Downtown, but many buildings have been built since that time. Buildings have a mix of heights and styles. The tallest buildings in Downtown are found adjacent to BART, which is also the traditional heart of Downtown near the site of the former railroad depot at Center and Shattuck. Mixed in with the many commercial buildings are a few older residential buildings and some mixed-use residential buildings built in the past 10 years or so.

While Downtown has long been a cultural center, recent efforts have cultivated a regionally recognized "Arts District" that includes an especially high concentration of live theaters and music venues along Addison Street. A cluster of cinemas, near Shattuck and Kittredge, and a growing number of museums add to Downtown's identity as a cultural center.

Downtown is also a major employment center. A large amount of office space occupies the upper floors of older buildings, especially near BART. Additions and renovations have modernized many of these older spaces. However, "class A" office space (i.e., spaces in excellent condition with a full complement of services) is limited to two buildings: the "Great Western" building at BART and the University-owned "Golden Bear" building on University Avenue.

In its entirety, the Downtown Area makes up 168 acres. Private- and institutionally-owned parcels comprise 113 acres within the Downtown Area. Among these parcels, approximately 27 acres are identified in this plan as underutilized ("opportunity sites"). They are mostly comprised of vacant lots, surface parking lots, one-story buildings, and two-story buildings near BART (see Figure IN-4: Potential Development Opportunity Sites). Two-thirds of Downtown Area parcels are occupied by substantial buildings and are much less likely to be used for new development.

There are several major institutions in and immediately adjacent to the Downtown Area. Just east of the Downtown Area is the main campus of the University of California, Berkeley. The University owns several properties in the Downtown Area, most on the blocks immediately adjacent to campus,
including the former California Department of Health Services site bounded by Hearst, Shattuck, Oxford/Fulton Street and Berkeley Way, the largest development opportunity site in Downtown. The University also owns and plans development on other key sites on or near Oxford/Fulton Street at University Avenue, Addison Street, Center Street, Bancroft Way and Durant Avenue.

Berkeley High School is located on one side of the Martin Luther King Jr. Civic Center Park (Civic Center Park), the largest open space in the Downtown Area. Other major civic uses line other sides of the Park, including two City administration buildings and Old City Hall (Maudelle Shirek City Hall) across Martin Luther King Boulevard. Several community-serving uses line Allston Way, including the YMCA, Berkeley High School, and Post Office. On Center Street, Berkeley City College opened an atrium-lighted building serving 4,000 students in 2009 with plans for significant expansion. Berkeley's Central Library offers a large collection of books and other media at Kittredge Street at Shattuck. Herrick Hospital is another important institution at the southern edge of the Downtown Area, and offers limited health services as part of the larger Summit/Alta Bates medical system.

Unlike the 1990 Downtown Plan, significant residential areas are included in this Downtown Area, in order to consider their relationship to changes in Downtown in the planning process. These residential areas have a mix of higher density multi-family units, and older former single family homes, most of which have been subdivided into apartments, often with newer buildings added on to existing lots.

**DOWNTOWN'S ECONOMY**

Downtown's economy has five general sectors.

- A diverse retail sector, including shops and restaurants that cater to both regional and local patrons.
- An employment sector that includes government activities, private offices, and education – most notably the University.
- Services including personal services, medical services, and services that support business activities.
- Cultural uses that help bring people Downtown and include live theater and music, museums, cinemas, and community uses like the YMCA and Central Branch Library.
- Residential uses that play a major role supporting Downtown's retail and service sector.

**RETAIL**

A downtown's vitality is largely defined by its retail environment. More shops attract more people, who choose a location to shop, in part, to enjoy the energy and interest of people together. Downtown's retail must compete on several levels, on the retail mix that it offers, on the quality of its streets, on the access it affords, and on the density of its foot traffic.

**Refocusing Retail.** At one time, Berkeley was a major regional retail center, attracting people from many East Bay communities to its department and specialty stores. But Berkeley's retail sector has declined. It has lost its anchor stores and can no longer attract regional clientele seeking to meet...
basic needs. Throughout America, department stores and other major retailers have gravitated to locations that offer easy regional access by car.

There are exceptions where downtown retail thrives. Downtown San Francisco, the preeminent retail location in the region, continues to be a strong draw. Downtown Santa Rosa, San Diego and Pasadena have also retained department stores, but only through the use of inward-looking shopping centers within their downtowns. Furthermore, these places took exceptional public effort and investment, mostly in developing parking, but also in new streets improvements, subsidies for façade improvements, aggressive marketing, and other efforts. While retailing trends will change again, a desire to return to days when Downtown was a major regional retail destination is unlikely to be realized – and should not be Downtown’s retail priority.

This Plan focuses on other options and opportunities that emphasize Downtown’s unique offerings. These include the Arts District, capitalizing on the University’s large daily population, existing synergies among small shops, supporting Downtown’s exceptional mix of restaurants, access to regional transit, and Downtown as an urban residential neighborhood. Another way to market Downtown is as a model of sustainable development. These options are discussed further in the Economic Development chapter.

EMPLOYMENT

Downtown is a major employment center that is well served by transit. Most people who work Downtown are service workers or professionals serving businesses, government, or the University. Because the retail at street-level is largely built out, employment related to retail is not expected to grow significantly, however office growth should be anticipated.

Offices. Downtown has low vacancy rates in offices, and office rents are high compared to many portions of the Bay Area. Some of this can be attributed to the fact that the University leases a significant amount of office space in the Downtown Area. Private demand for office space is also high because of Downtown’s proximity to the University and access to the “intellectual capital” generated by University faculty and graduates. As a consequence, demand for office space is likely to continue, especially for start-ups and spin-offs. Furthermore, Berkeley has little high-quality office space, this in spite of the fact that the largest segment of Berkeley’s workforce that commutes out of the City are professionals – some of whom might find working near home more desirable.

Berkeley is also home to a large number of non-profit organizations, many of which find Downtown an advantageous location for serving the community. These non-profits include: institutes on public policy, high-tech “think tanks,” cultural organizations, and community service providers, such as the YMCA and BOSS (Building Opportunities for Self-Sufficiency).

Despite the low vacancy rate and relatively high rental rates, there has been very little office development in Downtown Berkeley for many years. While new office growth is desirable from the standpoint of economic development, it is also important to recognize that such growth will add to existing pressures for more housing. The Downtown Area Plan allows for office development but offers few incentives for it.
The University of California, Berkeley. The University of California, Berkeley is the city’s largest employer and plans development that will greatly increase the amount of employment in Downtown. The University has also long held property in Downtown, and much of it is vacant or underutilized. The University’s “Long Range Development Plan” (LRDP) anticipates new construction of up to 800,000 square feet in the Downtown Area and abutting Tang parking lot. The LRDP targets the blocks adjacent to campus (including the “West Adjacent Blocks” in the Downtown Area) for uses that are: museums, public services, and other visitor-intensive uses, along with research and development uses and office uses without substantial student engagement. The University also plans construction of administrative office space that will free up space presently leased by the University and may improve the availability of Downtown office space.

While the University’s growth into the surrounding city has sometimes been a source of town-gown tension (partly because the University, as a state agency, is not subject to City property taxes or regulations), the Downtown Area Plan offers a new model for University-City relations. University students, staff and faculty already help support Downtown restaurants, cinemas and other businesses. If planned appropriately, University growth can accelerate revitalization in Downtown, by bringing additional employees and public-serving uses — and by enhancing the look of Downtown through attractive new buildings and landscaping. With both city and campus goals in mind, collaborative planning between the University and City will yield major benefits, as discussed in several chapters.

Other Institutions. Besides the University, other Downtown institutions that employ people include Berkeley High School, Berkeley City College and Herrick Hospital (discussed below). These institutions contribute to Downtown activity and sense of vitality.

SERVICES

Personal and Business Services. Downtown contains many kinds of services. Businesses that offer personal services add to the vitality of the area, and include uses like hair stylists, tailors, and computer repair. Business-related services, for photocopying or shipping packages, support not only local businesses but the University community as well. Most of these uses fit into the many storefronts available Downtown.

Community Services. Many community services are provided in and around Downtown. Many of these are delivered in the Civic Center area, where the YMCA serves the community and offers programs for people of all ages and abilities.

The Civic Center area also provides social services that serve those with physical and mental disabilities, recovering from drug and alcohol abuse, needing job skills and assistance in getting employment, and who are homeless or hungry. The array of available services attracts many people with special needs to Downtown. Downtown Berkeley has a high concentration of homeless individuals relative to most places in the Bay Area.

Health Services. Herrick Hospital is situated just inside the southern boundary of the Downtown Area, and is a part of the Summit/Alta Bates medical system. This site provides targeted services for particular illnesses, and has not been a general service hospital for many years. The University is considering establishing a “Community Health Campus” Downtown on the former Department of
Health Services site, which would improve access to and availability of existing clinics to the general public. How health services, and other community services, can be encouraged and enhanced for the benefit of Downtown and the City are presented in the Housing and Community Health & Services chapter.

CULTURAL USES

The arts and entertainment community plays a crucial role in Downtown. Live theater, music clubs, cinemas and museums bring people to Downtown from all over the Bay Area. Significant new additions to the Downtown Area will be the University's Berkeley Art Museum and Pacific Film Archive, and the Magnes Museum on Jewish heritage.

HOUSING

Housing is an essential component to Downtown's economy. Residents support -- and will continue to strengthen -- local businesses and cultural events. Without the freeway access that is essential for regional department stores, housing is an important part of the foundation on which Downtown's economy must stand. (Housing is further discussed below.)

TRANSPORTATION

The Downtown Area has been, and continues to be, a major regional transportation hub, where numerous buses and BART converge. There are 40,000 daily transit trips to and from Downtown Berkeley, with BART trips comprising 22,000 of those trips. Of the people who work in Downtown Berkeley (both Berkeley residents and non-residents), 52% drive alone to work, 11% carpool, 10% walk, 10% take BART, and 5% bicycle. Because of Downtown's extensive transit resources and City and University programs to encourage employees and students to use alternatives to the single-occupant vehicle, the rate of transit use to and from Downtown is higher than citywide rates. Transit access also makes Downtown housing attractive to individuals employed along the regional transit corridors, and gives it a unique advantage as an employment center and regional destination.

Downtown is best enjoyed on foot. The quality of Downtown's pedestrian environment is critical to enhancing its role as a unique urban destination and to making it a highly livable place to live and work. Downtown's walking environment also plays a significant role in reducing use of cars and corresponding generation of greenhouse gases. Downtown Berkeley residents already walk more and drive less when getting to work than the City as a whole. Transit and walking account for 55 percent of commute trips to Downtown, compared to 36 percent of commute trips citywide. Of roughly 2,000 households in Downtown Area, 40 percent do not own a car.

Downtown has some of the best transit service in the Bay Area, however access to and from Berkeley's neighborhoods can be more challenging. Although the rates of walking and bicycling to Downtown are high relative to other Bay Area cities, they can be increased by improving pedestrian and bicycle routes.

For many people, the automobile remains the only practical means of getting to and from Downtown. For those who cannot walk or bicycle -- or for whom a short trip is not worth waiting for public transit --
driving (and parking) is critical to attract Berkeley residents for shorter trips, as shopping or services, as well as for night-time activities when transit service is limited and safety is more of an issue.

Parking will continue to play an important role in Downtown. It is important that parking programs be designed to can help assure that adequate, but not excessive, parking is provided and used efficiently. Parking strategies can also be devised that discourage commuting by car, while simultaneously making Downtown an attractive destination for retail, services, and cultural events (as is discussed in the Access Chapter).

DEMOGRAPHICS AND HOUSING

Downtown Berkeley continues to grow in population, and is becoming home to a greater share of the citywide population. Overall, the City of Berkeley’s population shrank from 1970 to 1990. Beginning in the 1990s, Berkeley’s population began to grow again, and had returned to its 1980 population level by 2000. While the City’s population of about 102,000 has remained steady since 1990, Downtown’s population has grown by nearly 10 percent since 1990. And while average driving rates per household have increased across the City, driving rates Downtown are lower, illustrating the importance of focusing Berkeley’s growth in Downtown’s transit- and pedestrian-oriented environs.

A significant amount of Downtown’s housing is affordable and occupied by households with lower incomes. Sixty percent of Downtown households earn less than $25,000, compared to 32 percent for the City of Berkeley and 21 percent for Alameda County. These statistics are partly attributable to the fact that Downtown is increasingly becoming a home to students. From 1990 to 2000, the number of Downtown residents under the age of 24 increased by nearly 40 percent. Families occupy only four percent of Downtown households and just four percent of Downtown housing units are owner-occupied compared to 43 percent citywide.

Since only nine percent of Downtown households earn more than $75,000 annually, their incomes play a minor role in supporting local businesses, which must instead rely more on employees, students and visitors for support.

There are more jobs citywide than there are workers living in Berkeley. The Association of Bay Area Governments estimates that the City of Berkeley has about 20% more jobs than working residents (Projections 2007). Between 2005 and 2020, the University alone is expected to add 2,900 jobs, not including LBNL. As a result of this jobs/housing imbalance, the accessible location of Berkeley in the region, and its overall attractiveness as a community, the demand for housing in Berkeley is likely to continue to outstrip supply.

As a result of these pressures, Berkeley’s housing costs are likely to remain higher than in other nearby cities, and many current long time residents could not afford to live in Berkeley without rent control. With vacancy decontrol, when current tenants move on, they are generally replaced with higher income renters. Old-timers and newcomers on modest or fixed incomes will have an increasingly difficult time finding affordable housing. The public policy issue is how to retain diversity and meet diverse housing needs in the face of these trends.

State laws mandate that cities accommodate their fair share of regional growth. Because of the high demand and state requirements, there will be a continuing need for Berkeley to accommodate
significant growth in its housing supply. If the City and the region are going to address greenhouse
gas emissions, meeting housing needs near jobs and transit will be a growing imperative.

The Downtown Area Plan has made the provision of housing in Downtown one of its cornerstones,
Increasing the number of residents supports its economic vitality, accommodates the growing
demand for housing (with the least impact on Berkeley’s lower density neighborhoods), and helps
minimize auto use and greenhouse gases. Housing strategies appear in the Housing and Community
Health & Services chapter.

PUBLIC SPACES

Attractive public spaces are an essential ingredient of livable urban communities. Downtown contains
a few beautiful places, such as the Addison Street “Poetry Walk” or the southern edge of Center
Street, where generous sidewalks are lined with active human-scaled building fronts and the shelter
of street trees and awnings. But too many other Downtown streets provide only narrow sidewalks
bounded by unsightly conditions such as vacant storefronts, blank walls, and parking lots.

Unattractive streets and an absence of public open spaces affect Downtown’s livability and its
economic vitality. In a regional economy where shoppers have myriad options, improving
Downtown’s unique character is one of the critical ways that it can compete.

With the two notable exceptions described above, little investment has occurred in public streets and
open spaces since BART was built almost 40 years ago. The public environment needs to be
enhanced, maintained and made to feel more secure if Downtown is to thrive.

The Downtown Area presents several significant opportunities to enhance the pedestrian
environment through sidewalk widening and substantial landscaping. Because Downtown is built-out,
the creation of new parks and plazas may primarily rely on the elimination of unnecessary traffic lanes
and excessive lane widths. Public improvement strategies are described in the Streetscape and Open
Space chapter.

SUSTAINABILITY

Berkeley has been an advocate of sustainable development for many years, and in the last decade it
has become clear that this philosophy is imperative. Sustainability has many implications for
Downtown; from the design of energy efficient buildings to the importance of enhancing transit and
the way that rainwater is treated to reduce pollutants. While Downtown can be more sustainable
within the City of Berkeley, Downtown is a unique and significant resource for creating a sustainable
region. Options for a sustainable future for the Bay Area are set forth in “Projections 2009, What If?,”
a report published by the Association of Bay Area Governments that makes clear that it is essential to
connect the region’s land use to transit infrastructure.

Empirical research shows that people in high-density city centers that have good transit drive one-
third as much as people in urban neighborhoods and one-sixth as much as those living in suburban
areas (see Figure IN-5: Driving and Residential Density). Two million more people are expected to
live in the Bay Area within the next in 30 years, and emphasizing growth in urban centers is a critical
sustainability strategy. Urban growth near transit centers also reduces market pressures for growth in
outlying, less transit-accessible locations, which also supports the preservation of open space and agricultural land.

Although needed on a number of levels, care must be taken to ensure that sustainable growth enhances the character and quality of Downtown. Specifically, it is critical to retain Downtown's sense of history by demanding that new architecture respect Downtown's historic context while also being authentic for the time period in which it is being built. Similarly, taller buildings will need to be designed so as not to overwhelm Downtown streets or block solar access to public open space for long periods of time. Appropriate street-level amenities also need to accompany Downtown change.

Advancements toward highly energy efficient buildings can also be promoted, and Downtown Berkeley can be a showcase of innovations in green building. In addition, ecologically beneficial features can be incorporated into street and open space improvements, such as special landscaping and permeable forms of paving. Sustainability is addressed in every chapter of this plan, but is the focus of the Environmental Sustainability chapter.

Figure IN-5: Driving and Residential Density. Adapted from Holzclaw et al, 2002. (Figures appear at end of document.)

ELEMENTS OF THE DOWNTOWN AREA PLAN

CHAPTERS OF THE PLAN

The Downtown Area Plan contains the following chapters: Environmental Sustainability (ES), Land Use (LU), Access (AC), Historic Preservation & Urban Design (HD), Streets and Open Space (OS), Housing and Community Health & Services (HC), and Economic Development (ED).

Each chapter begins with a Strategic Statement that discusses issues of critical concern and background information, followed by goals, policies and implementing actions. Goals are a general and ultimate purpose. Policies describe a guiding strategy. Implementing actions are the tools and techniques to carry out policies.

SUMMARY OF GOALS

Goals for each chapter are summarized here:

a) Environmental Sustainability (ES).

- Goal ES-1: Integrate environmentally sustainable development and practices in Downtown, and in every aspect of the Downtown area plan.

- Goal ES-2: Model best practices for sustainability and promote Downtown to businesses, institutions, and residents who are committed to environmental sustainability.

- Goal ES-3: Encourage high density, highly livable development to take advantage of Downtown's proximity to regional transit and to improve the availability of diverse walk-to destinations -- such as retail, services, culture, and recreation.
- Goal ES- 4: Promote “green” buildings.
- Goal ES-5: Promote ecologically beneficial landscaping and stormwater features throughout the Downtown, to improve the quality of urban runoff in Downtown, protect and restore connected natural ecosystems, reduce downstream flood impacts, and express the community’s commitment to environmental sustainability.
- Goal ES-6: Minimize waste generated Downtown, and strive to make Downtown a “zero waste zone.”
- Goal ES-7: Continuously improve city standards and programs promoting sustainable practices.

b) Land Use (LU).
- Goal LU-1: Encourage a thriving, livable Downtown that is a focal point for the city and a major destination for the region, with a unique concentration of housing, jobs and cultural destinations near transit, shops and amenities.
- Goal LU-2: Cultivate Downtown as an attractive residential neighborhood with a range of housing opportunities, and an emphasis on affordable housing and family housing.
- Goal LU-3: New development should enhance Downtown’s vitality, livability, sustainability, and character through appropriate land use and design.
- Goal LU-4: Enhance Downtown as a center for employment and innovative businesses.
- Goal LU-5: Encourage University uses in Downtown that will benefit the greater Downtown area.
- Goal LU-6: Maintain the existing scale and character of residential-only areas.
- Goal LU-7: Maintain and expand community health care facilities and social services in the Downtown area.
- Goal LU-8: Have new development contribute its fair share toward Downtown improvements, and coordinate public improvements, fees from new development and other funding opportunities for the orderly and attractive transformation of Downtown.

c) Access (AC).
- Goal AC-1: Improve options that increase access to Downtown on foot, by bicycle, and via transit.
- Goal AC-2: Give pedestrians priority in Downtown, and make walking Downtown safe, attractive, easy and convenient for people of all ages and abilities.
- Goal AC-3: Provide parking to meet the needs of Downtown, while discouraging commuter parking and encouraging motorists to park their cars and experience Downtown as a pedestrian.
- Goal AC-4: Promote transit as an efficient, attractive choice and as a primary mode of motor-vehicle travel.
d) Historic Preservation and Urban Design (HD).

- Goal HD-1: Conserve Downtown's historic resources and unique character and sense of place.
- Goal HD-2: Enhance areas of special character in Downtown, such as clusters of historic resources.
- Goal HD-3: Provide continuity and harmony between the old and the new in the built environment.
- Goal HD-4: Improve the visual and environmental quality of Downtown, with an emphasis on pedestrian environments that are active, safe and visually engaging. Encourage appropriate new development Downtown.
- Goal HD-5: Enhance and improve the physical connection between Downtown and the University of California.

e) Streetscapes and Open Space (OS).

- Goal OS-1: Enhance public open spaces and streets to benefit pedestrians, improve Downtown's livability, and foster an exceptional sense of place. In particular, create new public gathering places that support nearby uses and Downtown as a destination.
- Goal OS-2: Promote ecologically beneficial landscaping and other features, and incorporate natural features throughout Downtown to improve its visual quality, help restore natural processes, and reinforce the community's commitment to environmental sustainability.
- Goal OS-3: Require that new development contribute to greenery and open space.
- Goal OS-4: Ensure that parks, plazas, streets, walkways, and other publicly accessible open spaces are safe, comfortable, and inviting.

f) Housing and Community Health & Services (HC).

- Goal HC-1: Encourage Downtown as a thriving, livable, diverse residential neighborhood with a mix of supportive uses.
- Goal HC-2: Maintain good quality of life for residents of all ages during daytime and nighttime hours in Downtown and surrounding residential areas.
- Goal HC-3: Offer diverse housing opportunities for persons of different ages and incomes, households of varying size and the disabled, and give Downtown a significant role in meeting Berkeley's continuing need for additional housing.
- Goal HC-4: Preserve existing affordable housing Downtown and expand the supply of affordable housing to low-income, very low-income and working-class households in Downtown.
Goal HC-5: Deliver in Downtown effective and compassionate services for seniors, parents and youth, and persons with special needs, including individuals who are homeless, have physical and/or mental disabilities, and/or suffer from substance abuse.

Goal HC-6: Provide a safe, clean and attractive Downtown, in partnership with the community.

Goal HC-7: Maintain and expand integrated health services available in Downtown to address health inequities.

g) Economic Development (ED).

Goal ED-1: Serve the needs of the neighborhood and the city, and make Downtown a more attractive regional destination, by building on Downtown's unique blend of cultural, historic, entertainment, art, educational, and community institutions and by promoting successful retail businesses and other attractions with daytime and nighttime populations to support them.

Goal ED-2: Maintain safe and inviting streets, parks & plazas that contribute to the success of businesses and the well-being of residents.

Goal ED-3: To make Downtown more attractive and economically successful, encourage place-making through the preservation of historic buildings, street and open space improvements, and high-quality new construction.

Goal ED-4: Ensure that UC Berkeley is a partner in promoting a healthy and vital Downtown.

Goal ED-5: Incorporate sustainable practices as an essential component of economic development, and establish Downtown as a recognized center for businesses and institutions that are committed to environmental sustainability.

Goal ED-6: Invest in civic improvements (such as streets, open spaces, and community facilities) to enhance Downtown as a place to live, work, and visit.

Goal ED-7: Promote Downtown as a regional cultural center and visitor destination.

Goal ED-8: Increase the number of Downtown jobs that go to Berkeley residents, and support the development of job skills for Berkeley residents -- especially Berkeley's youth.

Goal ED-9: Encourage local businesses that represent the city's diverse ethnic, cultural and income groups.

Goal ED-10: Serve the housing needs of all income groups and provide a growing base of residents who support a broad range of Downtown retail and other businesses.

Goal ED-11: Provide access to Downtown, which supports retail, restaurants, entertainment, hotels and cultural uses.

Goal ED-12: Provide increased revenue to support city goals, and retain a portion of that revenue in Downtown to improve and maintain a high quality of environment.
PLAN IMPLEMENTATION

Upon adoption, the DAP will replace the current Berkeley Downtown Plan, which was adopted in November 1990 and will apply to a larger area than was considered in the 1990 Downtown Plan. The Downtown Area Plan will amend the General Plan policies specific to the Downtown Area.

There are numerous implementing actions contained in each chapter of the DAP. The measures that will have the greatest impact include the four major initiatives describe below.

**Revised Zoning Provisions.** New zoning provisions are needed to translate DAP policies into standards that are more appropriate to Berkeley's urban mixed-use city center, rather than continued use of existing commercial zoning. New zoning provisions will better address community character (or "form-based") considerations, by addressing factors such as building envelope, active street-frontage, on-site open space, while simultaneously retaining appropriate flexibility regarding use. Measurable standards will be used to the extent practical, to facilitate administrative review and so that discretionary review can focus on issues for which public debate is essential.

**Amended Downtown Design Guidelines.** The Downtown Design Guidelines adopted in 1994 to help implement the 1990 Downtown Plan provide excellent guidance on ways that buildings should face streets in order to reinforce Downtown's "Main Street" character. Additions are needed to better describe relationships between historic buildings and new development, to minimize impacts from taller buildings, and to provide stronger and more specific guidelines for pedestrian-oriented, sustainable design.

**Streets and Open Space Improvement Plan (SOSIP).** A "Streets and Open Space Improvement Plan" will provide schematic designs and guidelines for public realm improvements vital to Downtown Berkeley's revitalization. Community members will participate in developing the SOSIP, and will help set near-term priorities as part of an accompanying financing plan.

**Parking and Transportation Demand Management Program (PTDM).** The Downtown "Parking and Transportation Demand Management Program" will encourage people who live, work and visit Downtown to use alternative modes. While encouraging alternative modes to the extent possible, the PTDM will also address Downtown's existing and future parking needs in a comprehensive way. It will consider innovative strategies for meeting parking demand, while minimizing commuter parking and optimizing parking use. It will also consider ways to manage the demand for parking by encouraging transit, bicycling, ridesharing and walking. This PMP will consider on-street, off-street, public and private parking facilities. To minimize the negative impacts that parking can have on the vitality of a Downtown, the PTDM will establish a parking strategy for new consolidated facilities that are shared by multiple uses and whose construction will be dependent on financial planning.
2. ENVIRONMENTAL SUSTAINABILITY

STRATEGIC STATEMENT

SUSTAINABILITY AS THE FRAMEWORK FOR FUTURE ACTION

The concept of sustainability is central to Berkeley’s vision for its Downtown and is the overarching framework for the development and implementation of Berkeley’s Downtown Area Plan. Global imperatives such as climate change, increasing scarcities and degradation of natural resources -- and local demands for more livable, healthy, and equitable communities -- make sustainability an essential concern.

The concept of sustainability reflects Berkeley’s values, and is expressed as a priority in Berkeley’s General Plan, in its socially and environmentally progressive history, and in the public’s overwhelming endorsement of Measure G to reduce the city’s greenhouse gas emissions by 80% by 2050.

Environmental sustainability, economic vitality, and the social well-being of the community are inextricably linked. Balanced and integrated consideration of the environment, the economy, and social health is needed to foster lasting benefits to Berkeley’s diverse community, present and future.

SUSTAINABILITY DEFINED

A sustainable society is one that satisfies its needs without diminishing the prospects of future generations. -- Lester Brown, Founder and President, Worldwatch Institute

Sustainability is the capability to equitably meet the vital human needs of the present without compromising the ability of future generations to meet their own needs by preserving and protecting the area’s ecosystems and natural resources. -- American Planning Association

Definitions of sustainability address the essential need for maintenance of a healthy, vibrant, and ecologically functional planet in the future. To do this and also provide for human needs, sustainability must address the ecological health, environmental health, economic health, and a community’s social health comprehensively.

The Downtown Area Plan seeks to translate these broad definitions of sustainability into specific actions that target the future while acknowledging present realities and competing considerations. This chapter focuses on the concept of environmental sustainability and its integration within the Downtown Area Plan, but also references related economic, social, transportation, and historic preservation and urban design sections of the Plan.

A MORE SUSTAINABLE DOWNTOWN

The Downtown Area Plan plays a vital role in meeting Berkeley’s future needs in ways that minimize our impact on ecological systems and the world as a whole. Actions to achieve a more sustainable downtown must include the following.

1) Reduce net energy consumption and greenhouse gas emissions:
- Make it easier for people to walk, bike, and use transit.
- Promote energy efficient building design.
- Use state-of-the-art green building construction.
- Retrofit existing buildings with new windows and insulation, and energy efficient appliances.
- Generate renewable energy using photovoltaic panels, wind turbines, and other emerging technologies.
- Shift consumption toward locally generated goods and services.
- Support transit-oriented development.
- Improve Berkeley’s jobs-housing balance.

2) Conserve water and restoring ecological systems:
- Increase the number of street trees and promoting other landscape features;
- Use natural features and permeable paving to capture and filter runoff, recharge aquifers, and reduce flooding; and
- Minimize water use with drought-tolerant landscaping, low-flow appliances, and water recycling.

3) Minimize waste:
- Expand convenient reuse and recycling opportunities.
- Emphasize goods and construction that are resource-efficient.
- Encourage the retention of historic resources and the adaptive reuse of buildings.

4) Support economic development and the health of community members:
- Offer a highly appealing place to live, work, learn and visit.
- Keep business and building operating costs low.
- Make Downtown a model for green business and environmental practices.
- Promote Downtown as a unique and advantageous place to visit and conduct business.
- Create a highly livable place, featuring exceptional streets, parks, and architecture.

An environmentally sustainable Downtown must be “green” not only in appearance, but also in the underlying effectiveness, continuity, and regeneration of the natural systems with which it is intertwined. Downtown’s buildings, streets, plants, and activities have profound impacts locally and beyond, in terms of water and air quality, resources conservation, and reduced consumption of non-renewable energy. An environmentally sustainable Downtown will include not only the valuable and more visible features that we associate with nature (an abundant tree canopy, attractive landscaping and open spaces but also innovative technologies for buildings and transportation, appropriate building envelopes and site design, transit-oriented land uses and intensities, and the minimization of harmful human activities, such as how we dispose our waste.
KEY ENVIRONMENTAL COMPONENTS AND THEIR BENEFITS

Sustainable cities depend on the integrity of several key natural elements: water, air, vegetation/trees, and earth/soil. When these natural elements are healthy and functioning, they bring ecological, economic, and community benefits to urban areas. The Downtown Area Plan should incorporate the protection and enhancement of these natural systems into its goals, policies, and implementation mechanisms. Effective policies for environmental sustainability will require comprehensive and coordinated strategies. In particular, City departments will need to collaborate on interrelated policies and actions, crossing over traditional boundaries and specialties. Developers and other stakeholders also play a pivotal role in shaping the future of public and private land.

GREENHOUSE GAS EMISSIONS, AIR QUALITY, NOISE, AND ENERGY

Global climate change is arguably the defining environmental issue of this century. The City of Berkeley has committed to meeting this challenge, with Berkeley voters overwhelmingly approving Measure G in 2006, which calls for aggressive local action to reduce greenhouse gas emissions. Measure G set a target of reducing greenhouse gas emissions 80% by the year 2050. Goals, policies, and implementing actions contained in the Downtown Area Plan are expected to make a significant contribution to attaining this goal.

There are two major phases to attaining Berkeley’s climate protection target:

- identify the sources and quantity of our community’s greenhouse gas emissions; and
- develop and implement policies and actions to reduce those emissions.

As the first phase, an inventory of Berkeley’s 2005 greenhouse gas emissions was conducted by ICLEI -- Local Governments for Sustainability (www.iclei.org), an international organization that provides standards and methodologies by which municipalities measure community-level emissions.

An emissions inventory provides a snapshot of a community’s emissions (sources and quantity) for a given year. ICLEI’s study estimates Berkeley’s 2005 per capita greenhouse gas emissions to be approximately 7 tons, significantly lower than the national average. This lower-than-average figure is not unexpected for a number of reasons, including:

- Berkeley’s temperate climate enables residents and business owners to use comparatively less heating and air conditioning than other parts of the country;
- the mix of energy sources PG&E uses to produce electricity for its service territory is comparatively cleaner than other regions in the U.S.; and
- the City has progressive energy regulations such as the Residential and Commercial Energy Conservation Ordinances.

There are three principal sources for the carbon generated locally:

- transportation is the single largest contributor to Berkeley’s greenhouse gas emissions, accounting for roughly half of emissions;
- commercial buildings and industrial uses account for about one-quarter of all emissions; and
the residential sector accounts for about one-quarter of all emissions.

Having assessed the sources and levels of the city's emissions, the Downtown Area Plan can play a key role in achieving greenhouse gas reduction targets. The location and form of development promoted by the Downtown Area Plan will reduce transportation-related greenhouse gases. Implementing this Plan will also reduce greenhouse gas generation by buildings.

Transit-Oriented Development (TOD) and Pedestrian-Oriented Development. Walk-to destinations (such as shops, services, and amenities) and easy access to transit are factors that make Downtown a place where residents, workers, and visitors can navigate easily on foot. Higher densities and high-quality walking environments are also needed to reduce car use, as is the relative ease with which one can use transit compared with using a car. For travel into and out of Downtown, transit service must be frequent and reliable. Higher densities are necessary to support and capitalize on these conditions.

Energy and Resource Efficient Buildings. The United Nations Environment Program (UNEP) Sustainable Building and Construction Initiative (SBCI) has estimated that 30-40% of global energy is consumed in the operation of buildings. The right mix of appropriate government regulation, greater use of energy saving technologies and behavioral change can substantially reduce energy and greenhouse gas impacts resulting from buildings.

For heating and cooling, energy benefits can be obtained in a variety of ways, including: super insulation, efficient HVAC (Heating, Ventilation, Air Conditioning) systems, passive solar features (for winter months), shading devices (for summer months), and natural ventilation using operable vents and windows.

For lighting, use of low-energy fixtures and daylight play important roles. As a general rule, windows bring daylight about 40 feet into a space; light shelves (that bounce light) and skylights can bring more light to interior spaces.

Green building has also been shown to improve the health and well-being of occupants. There is a large body of research linking health and productivity with indoor air quality, lighting levels, and an ability to control air flow and temperature (such as through operable windows).

Photovoltaic and wind technologies have improved to the point where they are frequently incorporated into new buildings, thereby reducing energy use and greenhouse gas generation.

Urban Forest. Downtown Berkeley needs more trees. Trees have significant environmental, aesthetic, and economic benefits. Air quality authorities across the country are promoting planting programs for street trees and other trees in urban areas to reduce the heat absorbed by unshaded asphalt, and the high-temperature "heat islands" that they produce. Heat islands make urban places less comfortable, but also increase the amount of ozone generated when nitrogen oxides reacts with airborne pollutants -- thereby increasing smog and respiratory ailments. Shaded streets are significantly cooler on summer days. Trees help to reduce smog and greenhouse gases. Street trees also play a major role in enhancing Downtown's character and charm -- and will help give Downtown an exceptional "sense of place."
WATER QUALITY AND MANAGEMENT

Urban Runoff. Urban runoff, which is generally run-off from streets when it rains, is the greatest contributor to degraded water quality in the Bay Area. Increased urban runoff is a direct consequence of development and the associated loss of natural water retention and filtration through the installation of impervious surfaces. Berkeley does not meet the current, State-mandated water quality standards for urban runoff. Meanwhile, State standards are themselves becoming even more stringent, suggesting that the City will need to implement new stormwater treatment approaches.

Engineered stormwater treatment systems installed 50-60 years ago, are now failing throughout the Bay Area (and California) as they reach the end of their projected "lifespans." Berkeley's stormwater system repair costs were estimated to be in the range of $100 million or more (2008).

Green strategies for stormwater treatment are being implemented throughout the Pacific Northwest, and in other parts of California, as a more cost-effective and multi-beneficial solution to the challenges outlined above. Specifically, green approaches include: reducing impermeable surfaces, adding vegetation and soils that can absorb and filter stormwater, and restoring natural waterways and/or creating natural drainage swales to complement the engineered stormwater treatment systems now in existence.

Flooding. Green strategies can reduce both localized and downstream flooding. Traditionally, drainage and stormwater management in urban areas has focused on "conveyance" — moving water easily into a network of pipes and channels and delivering it as rapidly as possible to a river or bay. Because water moves swiftly within a conveyance-based system, little lag time occurs between heavy rains and when the water from those rains enters pipes and channels, sometimes resulting in downstream flooding.

Green approaches to stormwater management and treatment create a decentralized network for stormwater retention that holds water back near its source, and/or in stages as it flows downhill and across the urban landscape. Ideally, retention features also provide for stormwater "infiltration," where stormwater seeps into the soil and ultimately reaches local aquifers, if underlying soil conditions permit.

Water Conservation and Recycling. Downtown Berkeley can play an important role in conserving water resources, for which there will be increasing competition statewide. For landscaped areas, drought resistant plants and low-water irrigation systems are essential components. Conservation techniques available for buildings include low flow fixtures and the use of greywater for flushing and irrigation. At a larger scale, water recycling could serve to irrigate city and University green spaces.

Integrated Solutions to Water Management. Many of the stormwater, flooding, and water conservation objectives discussed above can be addressed in a holistic manner by incorporating integrated approaches to the Downtown Area Plan, which provide multiple benefits across a range of important goals.

For example, currently much of the City's paved, impervious surfaces serve the automobile. By reducing dependency on cars and converting pavement to landscaping, the City can reduce the amounts of impervious surface in the public right-of-way, thus helping to alleviate flooding and
allowing for more naturally based stormwater treatment opportunities. Narrowing or eliminating roads, and increasing landscaping and permeable hardscapes may have benefits not only to the environment, but also to the social life of neighborhoods, the walkability of Downtown, and even localized climate change mitigation.

Creating a variety of open spaces can play a vital role in reducing the city's environmental footprint and supporting human health and enjoyment. These open spaces can be designed to accomplish important ecological goals (such as natural flood retention areas), but will also serve as recreational and social gathering spaces for residents and visitors – again providing multiple benefits through integrated planning and design.

ZERO WASTE

Berkeley’s City Council has adopted a goal of reducing the amount of waste going to landfills to zero by 2020. Achieving our community’s zero waste goal will have a significant impact on the greenhouse gas emissions for which Berkeley is responsible. First, reducing waste sent to the landfill serves to reduce the methane released by waste breaking down in an anaerobic environment. Second, products made from recycled materials require significantly less energy to produce than products made from raw materials. Estimates are that for every one ton of mixed waste that is recycled, over two tons of greenhouse gas emissions are eliminated from the atmosphere.

PERCEIVED OBSTACLES TO SUSTAINABLE PRACTICES

Up-Front Capital Costs Versus Long-Term Benefits. Increased cost of green design is typically offset by saving elsewhere, for example in reduced cost of heating, lighting, water, and waste management. Green buildings typically require greater up-front capital costs while reducing ongoing operating costs. Since the first years of a project present the highest financing costs and project risks, builders often emphasize near-term capital costs instead of long-term savings associated with reduced use of energy, water, and other resources. The City can play a vital role by encouraging lenders to recognize that reductions in future operating costs can help pay for loans to pay for “green” projects. The City can also play a direct role by creating new public financing mechanisms. For example, Berkeley is currently (2009) piloting a program whereby property owners can borrow money for a solar energy system, with the debt paid as part of the property taxes on the property, and transferred to future owners of the property, so that the loan need not be paid off if the property is sold. This program may be expanded to include other energy-saving investments.

GOALS, POLICIES & ACTIONS

GOAL ES-1: INTEGRATE ENVIRONMENTALLY SUSTAINABLE DEVELOPMENT AND PRACTICES IN DOWNTOWN, AND IN EVERY ASPECT OF THE DOWNTOWN AREA PLAN.

Policy ES-1.1: Sustainability as Comprehensive. Consider and develop programs for environmental sustainability in a comprehensive way, including to reduce the generation of greenhouse gases, minimize the use of non-renewable resources, minimize impacts on effected ecosystems, improve public health, promote social equity, and communicate the community’s commitment to sustainability.
a) The City should develop a comprehensive outline to define actions that enhance Downtown’s 
environmental performance, by summarizing pertinent actions described in this chapter and those 
being undertaken citywide to implement Berkeley’s Climate Action Plan. This checklist for 
environmental action should set priorities for implementation, connect actions to needed funding 
and resources, and consider ways to measure and monitor performance.

Policy ES-1.2: Model Best Practices. Improve the environmental performance of Downtown 
Berkeley, and model best practices applicable to urban centers. (For best practices, refer to the 
Policies in this chapter.)

GOAL ES-2: MODEL BEST PRACTICES FOR SUSTAINABILITY AND PROMOTE DOWNTOWN 
TO BUSINESSES, INSTITUTIONS, AND RESIDENTS WHO ARE COMMITTED TO 
ENVIRONMENTAL SUSTAINABILITY.

Policy ES-2.1: Promote Downtown as Green. Promote Downtown as a place that will attract 
visitors who want to see how “green” a city can be.

a) Develop literature and internet pages to promote public awareness of sustainability features in 
Downtown.

b) Develop an interpretive signage program to heighten awareness of Strawberry Creek, drainage 
patterns, natural areas, and sustainability features in Downtown.

c) Create educational programs that highlight the following best practices for sustainability: green 
buildings, transit-oriented-development, adaptive re-use and pedestrian and bicycle facilities and 
amenities. Also consider establishing walking tours to highlight sustainability features in 
Downtown and the idea of “nature in the city” (such as through offering songbird or butterfly 
habitat, examining the effects of trees and vegetation on microclimate, or considering fish habitat 
in Strawberry Creek which lies just outside of the Downtown Area).

d) Work to attract East Bay Green Corridor Partnership uses Downtown, to demonstrate the City’s 
and the University’s leadership in promoting sustainability (see Policy LU-5.3),

Policy ES-2.2: Green Businesses. Encourage new “green businesses” to locate Downtown, and 
existing businesses to go “green.”

a) Promote environmental business practices to reduce energy use, reduce water use, and increase 
recycling and composting, as provided in this chapter.

b) Promote Downtown as a recognized location for businesses and institutions that are committed to 
environmental sustainability, by working with developers, real estate brokers, local companies, 
the University of California the Convention and Visitors Bureau, and the Downtown Business 
Association. As part of this effort, develop a marketing plan to attract green enterprises by 
focusing on:

– Berkeley’s reputation for environmental innovation, education, research, and 
entrepreneurialism, and
Downtown's transit-accessible location and green practices. (See other Policies in this chapter.)

Encourage Downtown businesses to be certified under Alameda County's green business program.

Policy ES-2.3: Local Food & Businesses. Promote strategies that connect Downtown residents, businesses and visitors with local sources of products, services, and healthful foods (see Policies ED-5.3 & ED-5.4).

Policy ES-2.4: Downtown Energy & Water Facilities. Consider sustainable infrastructure that can serve several parcels, or several blocks, in Downtown and abutting areas.

a) Consider creating a local electrical "cogeneration" facility to heat buildings with energy that is usually wasted when generating electricity.

b) Consider ground-source heat pumps for heating and cooling multiple buildings in Downtown.

c) Consider integrating management of energy systems among multiple buildings to optimize total energy demand.

d) Consider incentives and institutional cooperation to promote greywater recycling systems that serve multiple properties and/or the larger Downtown Area. In partnership with the University, give consideration to a water-recycling plant to make water available for the irrigation of City and University landscaping.

e) Offer Downtown businesses and residents energy conservation auditing and advice on energy retrofits at little or no cost, and possibly in cooperation with PG&E.

Policy ES-2.5: Environmental Leadership. The City of Berkeley should demonstrate leadership in environmental sustainability through its own actions.

a) Promote the highest possible standards for architectural and green design.

b) Conduct design competitions and intensive design explorations (i.e. design "charrettes") to help achieve the highest possible standards for architectural and green design.

c) Make "green infrastructure" improvements to promote stormwater quality and help restore natural systems (see Policies ES-5.1-5.4 and OS-2.1-2.5, and Figure OS-2, Green Stormwater Infrastructure Concept).

d) Evaluate the performance of City buildings in the Downtown Area, and formalize a program to continue energy- and water-conserving retrofits for such buildings.

e) Develop and adopt a model program to certify City facilities, both owned and leased, for green building operations and maintenance.
The City should encourage property owners from whom it leases space, to make water and energy efficiency improvements. Consider establishing standard lease agreement provisions.

Develop a model “net-zero energy” affordable housing and green demonstration project on the City-owned Berkeley Way parking lot site (see Policies LU-2.2 & HC-4.2) with a level of underground parking if feasible, or require the developer to contribute to the construction of public parking at a nearby location in the Downtown with the goal of not reducing the overall number of off-street parking spaces (see Policy AC-1.3 & Policy HC-5.).

GOAL ES-3: ENCOURAGE HIGH DENSITY, HIGHLY LIVABLE DEVELOPMENT TO TAKE ADVANTAGE OF DOWNTOWN’S PROXIMITY TO REGIONAL TRANSIT AND TO IMPROVE THE AVAILABILITY OF DIVERSE WALK-TO DESTINATIONS -- SUCH AS RETAIL, SERVICES, CULTURE, AND RECREATION.

Policy ES-3.1: Land Use. Encourage development with high intensities in close proximity to transit, and encourage a mix of land uses that allows most daily needs to be met on foot. (See Land Use chapter.)

Policy ES-3.2: Streets and Open Space. Make major enhancements and additions to sidewalks, parks, plazas, midblock pedestrian walkways, streets, and other open space, and incorporate ecologically beneficial features. (See Streets & Open Space chapter.)

Policy ES-3.3: Urban Design. Encourage exceptional, high-quality new architecture, and minimize noise, wind, glare and other impacts from development. (See Historic Preservation & Urban Design chapter and Housing and Community Health & Services chapter.)

Policy ES-3.4: Alternative Modes. Enhance and expand transit service, walking and bicycle use, as an alternative to the use and ownership of private vehicles. (See Access chapter.)

Policy ES-3.5: Pedestrian Priority. Streets and other public improvements and programs, should give pedestrians priority in Downtown. (See Access chapter.)

GOAL ES-4: PROMOTE “GREEN” BUILDINGS.

Policy ES-4.1: Energy Efficiency & Generation. Promote highly energy-efficient buildings and on-site energy generation through design and construction techniques. Buildings in excess of 85 feet should provide significant community benefits in this regard, beyond what would otherwise be required (see Land Use Policy 8.2).

a) For new construction and substantial renovations. Require energy efficiencies above State of California Title 24 design standards, and develop appropriate standards that incorporate LEED energy prerequisites or equivalent. Encourage additional energy efficiency and generation features. Establish an overall building performance standard of LEED Gold or equivalent (see Policy ES-4.2), such as the Greenpoint rating system for residential construction, with LEED Platinum as a goal. Provide incentives for even greater energy efficiency and generation. Also establish preferred development practices through amendments to the Downtown Design Guidelines (see Policies HD-4.1, HD-4.2, and HD-4.4) and, where appropriate, through revised
Zoning standards. Energy efficiency provisions should vary by building type, in recognition of the unique opportunities and constraints associated with each. Coordinate Downtown initiatives with citywide provisions. Factors to consider include but are not limited to:

- reuse of buildings or portions of buildings;
- super insulated walls, windows, and doors;
- daylighting interiors;
- passive solar heating;
- efficient appliances and equipment;
- making the use of stairways a more inviting alternative to the use of elevators, especially between floors in commercial buildings;
- "smart-metering" to capture detailed energy usage information about a building or unit, and communicate it back to occupants; and
- credit for energy performance features not recognized by Title 24 - such as the use of natural ventilation and providing on-site renewable energy generation.

b) Emphasize performance-based measures and avoid rigid requirements that could conflict with other objectives (e.g., strict standards for larger windows would increase daylight indoors but increase indoor heating and cooling because walls insulate better).

c) Encourage the University of California, Berkeley, to further strengthen and apply standards for energy efficiency to be implemented by any project the University undertakes, including projects in the Downtown Area. In 2009, University policy requires that new construction projects outperform California's Title 24 by a minimum of 20%, and strives to achieve a minimum energy efficiency standard equivalent to the energy prerequisites needed to attain LEED Silver (as defined by the US Green Building Council's "Leadership in Energy and Environmental Design" program).

d) Require commercial properties to use the Energy Star Portfolio Manager to track building energy use and benchmark performance.

e) Require an energy efficiency rider for commercial properties, such as the Building Owner and Manager Association's (BOMA) green lease to encourage owners to invest in energy efficiency measures.

f) Require evaluation of whole-energy performance, throughout the building design process, such as whole-building energy performance modeling by a Professional Engineer (PE) during design development, by using services such as the "Savings By Design" program made available at no costs by PG&E.

g) Provide adequate natural light in residential units (see Policies HC-2.1 & HD-4.2).
h) After construction, verify that building elements and systems have been designed, installed, and calibrated, and are performing as designed. The City should identify appropriate methods for verification.

i) Require significant on-site renewable energy generation with new buildings that exceed 65 feet, or participation in a shared alternative energy facility. Consider incentives for on-site generation of renewable energy, and additional incentives for projects that demonstrate "state of the art" methods, such as "zero-carbon" buildings that offset greenhouse-gas emissions by generating energy on-site (see Policies LU-8.2).

j) Expand electric car and hybrid plug-in locations (see Policy AC-3.6).

k) Consider requiring that owners of new apartment buildings disclose the "green-rating" of buildings, including average energy used per unit and per square foot.

l) Restrict interior lighting of commercial space during hours of low use, such as at night.

m) Consider City incentives for zero-emissions projects that demonstrate "state of the art" methods for energy efficiency and the generation of electricity.

Policy ES-4.2: Comprehensive Performance. Buildings should have a high level of environmental performance across a spectrum of concerns, such as those identified by LEED for proximity to transit, stormwater design (see Policy ES-5.3), water conservation (see Policy ES-4.3), energy efficiency and generation (see Policy ES-4.1), waste management (see ES-6.1), green materials (see Policy ES-4.4) and material reuse (see Policies ES-6.1 & 6.2), indoor environmental quality (see Policy ES-4.4), etc. Buildings in excess of 85 feet should provide significant community benefits in this regard, beyond what would otherwise be required (see Land Use Policy 8.2).

a) For new construction and substantial renovations, require buildings to be rated as LEED Gold or its equivalent, such as by using the Greenpoint rating system for residential construction, with LEED Platinum as a goal. Provide incentives for even higher levels of environmental performance (see also LU-8.2). Also establish preferred development practices through amendments to the Downtown Design Guidelines (see Policies HD-4.1, HD-4.2, and HD-4.4) and, where appropriate, through revised Zoning provisions. Coordinate Downtown initiatives with the development of citywide provisions.

b) Encourage the University of California, Berkeley, to strengthen and apply standards for environmental performance not directly related to energy, to University projects in the Downtown Area. As of 2009, the University strives to attain an overall standard equivalent to certification as LEED Silver.

c) Develop City targets for building operations and maintenance, and encourage the attainment of these targets by property owners and tenants. Consider performance measures established by LEED, Alameda County Waste Management Authority (Stopwaste) and Build It Green. Coordinate Downtown initiatives with the development of citywide provisions.
Policy ES-4.3: Water Conservation & Reuse. Promote best practices for substantial water conservation and water re-use as part of new construction, renovations, and site improvements and landscaping. Buildings in excess of 85 feet should provide significant community benefits in this regard, beyond what would otherwise be required (see Land Use Policy 8.2).

a) Require on-site water conservation and stormwater retention features, and establish development incentives for performance in this area (see Policy ES-4.2 and Policy OS-3.1).

b) Work with East Bay Municipal Utility Districts to provide incentives for the installation and/or replacement of water fixtures for greater efficiency.

c) Encourage the use of innovative water conservation technologies, such as waterless urinals and water reuse, through the development of local guidelines and/or alternative building code requirements.

d) Encourage the use of cisterns and other devices that retain and make use of rainwater (see Policies ES-5.1, ES-5.3 and OS-3.1).

e) Encourage water recycling through the use of graywater for flushing toilets, irrigation, and other purposes, by working to reform existing regulations that may discourage such practices, and by developing guidelines to illustrate opportunities and design considerations.

Policy ES-4.4: Green Materials. Encourage use of environmentally preferable materials for building construction and maintenance for: maintaining healthful indoor air quality; reducing harmful exposures to harmful materials during their production; installation and disposal; protecting species that are threatened or endangered; and reducing consumption of natural resources (see Policy ES-4.2).

a) Establish building requirements and/or incentives for performance in these areas (see Policy ES-4.2).

b) Inform builders and landowners of standards and guidelines for preferable construction products, such as those developed by LEED, Green Seal, Stopwaste, and the Healthy Building Network.

c) Encourage reused, reclaimed or recycled materials, and wood products that are harvested responsibly, such as those certified by the Forest Steward Council (FSC) by providing builders with information on these options.

d) Encourage preferable construction materials by developing a new "green building materials checklist" for Downtown projects. Consider creating a "worst in class" list of materials to avoid. Consider incentives for construction projects that conform significantly to this checklist.

e) Inform building owners and building managers of standards and guidelines for preferable maintenance products and operations, such as integrated pest management, environmentally preferable purchasing and waste reduction strategies.

Policy ES-4.5: Noise. Evaluate and strengthen noise mitigation measures for preventing and eliminating noise as appropriate to Downtown's active mixed-use environments (see Policy HC-2.2).
Policy ES-4.6: Longevity. Promote buildings and features that require less frequent maintenance or replacement.

a) Amend the Downtown Design Guidelines to encourage architectural and site features that use durable materials and are detailed to be long lasting (see Policy HD-4.1).

b) Provide public education and technical assistance to encourage private builders to factor mid- and long-term “life-cycle costs” in the design of buildings. Green buildings generally have lower on-going operating costs that should be factored when considering up-front capital investments for green features.

c) Encourage life-cycle analysis of long-term maintenance and replacement costs for building and site features, such as by making such an analysis part of a new “green building material checklist.”

Policy ES-4.7: Solar & Wind Impacts. Design and locate new buildings to avoid significant adverse solar- or wind-related impacts on important public open spaces (see Polices LU-3.2 & HD-4.2).

Policy ES-4.8: Adaptive Reuse. Encourage adaptive reuse of older buildings by promoting their rehabilitation, and allow intensification, where appropriate (see Policies HD-1.1 & ED-1.3). Adaptive reuse should be considered a significant community benefit when considering proposals for buildings over 85 feet (see Land Use Policy 8.2).

GOAL ES-5: PROMOTE ECOLOGICALLY BENEFICIAL LANDSCAPING AND STORMWATER FEATURES THROUGHOUT THE DOWNTOWN, TO IMPROVE THE QUALITY OF URBAN RUNOFF IN DOWNTOWN, PROTECT AND RESTORE CONNECTED NATURAL ECOSYSTEMS, REDUCE DOWNSTREAM FLOOD IMPACTS, AND EXPRESS THE COMMUNITY’S COMMITMENT TO ENVIRONMENTAL SUSTAINABILITY.

Policy ES-5.1: Stormwater Quality. New development and public infrastructure should protect and improve ecological quality and functions relating to stormwater, by treating urban runoff, retaining stormwater, and attaining no net increase in runoff from Downtown (see Goal OS-2).

a) Develop a comprehensive strategy for Downtown that provides for the retention of stormwater and, to the extent feasible, the recharge of local aquifers. Consider this as part of a new Streets & Open Space Improvements Plan (see OS-1.1). The strategy should look beyond the boundaries of Downtown to consider issues and opportunities comprehensively, and should engage the University of California as a partner in this process.

b) Design public improvements, including streets, parks and plazas, to include appropriate “best management practices,” such as for retention and infiltration of urban runoff by diverting urban runoff (which contains waterborne pollutants) to bio-filtration systems (such as landscaped swales), and infiltration areas (at-grade and/or below-grade). Specific opportunities include: streets where travel lanes might be eliminated, median strips that might be retrofitted or widened, parks, and plazas (see Policy OS-1.2).

c) Encourage the University to explore opportunities for incorporating best management practices for urban places along the western edge of the Campus, such as on “the Crescent” (see OS-1.2).
d) Develop design guidelines and development standards (see Policy OS-3.1) to encourage appropriate "best management practices" for urban runoff retention and infiltration as part of private and institutional development projects, by diverting rainwater to:

- landscaped retention features (such as swales or "rain gardens"),
- permeable paving,
- "green roofs,"
- below-grade "dry wells," and
- rooftop and/or below-grade cisterns.

e) Consider the use of dry wells and cisterns as an emergency source of water, if East Bay Municipal Utility District (EBMUD) service is interrupted.

Policy ES-5.2: Ecological Landscaping. Promote extensive landscaping and best practices for landscaping that benefit and help restore natural systems throughout the Downtown Area.

a) Develop a Streets & Open Space Improvements Plan (see Policies OS-1.1 and OS-1.2) and guidelines that incorporate landscaping, naturalized features and permeable paving, such as by establishing a Center Street Plaza that models sustainable design, daylighting Strawberry Creek in or next to MLK Civic Center Park, or including larger ecological features in the design of the Park Blocks. As part of the SOSIP, provide a program for significant near-term "greening" of Downtown.

b) Develop a street tree master plan that is associated with a new Streets & Open Space Improvements Plan and selects appropriate tree and plant species for Downtown’s streets and open spaces. Consider the use of native tree species.

c) All street tree installations should be accompanied by appropriate soil and drainage to encourage each tree’s healthy maturation.

d) On public land, maintain healthy mature trees wherever possible (see Policy OS-2.3). Permit the elimination of mature trees in instances of disease, public safety, or overriding public benefits. Establish clear criteria for the retention of trees and the replacement of trees for instances when tree removal is unavoidable. Permit the elimination of trees only after findings have been made according to established criteria and only after opportunities for public comment, except in cases when unsafe conditions or property damage may result.

e) Establish new and strengthen existing landscaping standards and guidelines for substantial water conservation and recycling in new landscaping and retrofits. Also specify appropriate plants for use Downtown, and ways to reduce waste, nourish the soil, conserving energy, and protect water and air quality. When developing these provisions, consider guidelines used by the City’s municipal projects and Stopwaste’s “Bay Friendly Guidelines” (www.stopwaste.org) (see Policy OS-2.5).
Policy ES-5.3: On-Site Features. Promote beneficial landscaping and other open space features as part of private development. Adaptive reuse should be considered a significant community benefit when considering proposals for buildings over 85 feet (see Land Use Policy 8.2).

a) Amend the Downtown Design Guidelines to promote additional greenery and environmentally beneficial features on-site (see Policy OS-3.1).

b) Private development should expand and enhance on-site open space and landscaping, and promote their use to address urban runoff and drainage issues (see Policies LU-8.1, LU-8.2 and OS-3.1).

Policy ES-5.4: Natural Areas on UC Campus. Encourage the University to maintain and enhance natural areas adjacent to Downtown, such as surrounding Strawberry Creek (see Policy OS-1.2).

GOAL ES-6: MINIMIZE WASTE GENERATED DOWNTOWN, AND STRIVE TO MAKE DOWNTOWN A "ZERO WASTE ZONE."

Policy ES-6.1: Recycling & Reuse. Maximize recycling and reuse opportunities for Downtown residents, workers, visitors, businesses, and institutions.

a) Promote on-site recycling by apartment and condominium dwellers and businesses.

b) Educate building, owners, managers and tenants about techniques for on-site recycling, local recycling programs and State "recycling plan" requirements.

c) Require sufficient space for receptacles in new construction.

d) Develop guidelines for accessible storage and collection areas for the separation and collection of recyclable materials.

e) Maintain and enhance existing programs for receiving and processing restaurant compostables.

f) Expand recycling receptacles on street and in other public open spaces, and provide for their continued maintenance. Evaluate opportunities for composting receptacles on street and in other public open spaces, and consider their implementation.

g) Encourage recycling programs through the University, BUSD, and other institutions.

h) Encourage recycling at all Downtown events.

Policy ES-6.2: Adaptive Reuse. Encourage adaptive reuse of older buildings (see Policies ES-4.8, HD-1.1 & HD-1.2).
GOAL ES-7: CONTINUOUSLY IMPROVE CITY STANDARDS AND PROGRAMS PROMOTING SUSTAINABLE PRACTICES.

Policy ES-7.1: Continuous Improvement. Regularly evaluate sustainability programs and standards, using environmental, social and economic measures in relation to sustainability practices and progress Downtown.

a) As part of the Climate Action Plan, establish progress indicators and regularly assess progress being made on aforementioned policies and measures. Based on assessments, recommend revisions to improve performance.
3. LAND USE

STRATEGIC STATEMENT

Land use sets the framework for most dimensions in the Downtown Area Plan. In its narrowest sense, "Land Use" identifies the amount of development and the types of uses (or permitted activities) allowed on a particular parcel of land or in a given area. But effective Land Use policies must go further. Land Use policies create a framework on which other planning objectives are supported. Land Use policies (and the measures that implement them) must be consistent with and reflect the goals and policies of the larger Plan. To be effective, Land Use policies must also focus on fundamental determinants — both obstacles and encouragements -- for key uses and their intensity, such as economic feasibility, building standards and incentives, or project approval procedures.

INTENT

For the Downtown Area Plan, overarching intentions for the Land Use chapter include:

- **Sustainability.** Downtown presents unique and significant opportunities to reduce transportation energy use and greenhouse gas emissions associated with residential and commercial development. This is especially true given Downtown’s position as a regional transit hub. To the degree the City meets its share of regional growth in transit rich locations such as Downtown, there is a significant reduction in greenhouse gas generation per-household relative to growth in more auto-reliant locations — including other locations in Berkeley. New residential and commercial development can also contribute to making it a more walkable place, as an increasing number of residents, workers and visitors encourage more goods and services to be offered locally.

- **Livability.** Sustainability is not only measured in tons of carbon, but also by the quality of persons’ lives. Downtown’s mix of uses brings homes and workplaces within walking distance of shops, services and entertainment. Furthermore, public amenities, landscaping and open space must accompany new growth, so that recreational needs can also be met. In recognition of the impacts that it may bring, new development should help pay for those amenities and open spaces. New development should also be arranged to minimize its impacts like the shading of public places, while yielding increased economic vitality.

- **Economic Vitality.** Downtown must build on its competitive advantages as a destination, especially its cultural, educational and historic assets, and additional cultural, recreational and educational activities and institutions should strengthen these functions of Downtown. Housing and employment growth is also needed to bring new residents and workers who will patronize Downtown businesses, as do visitors who stay at Downtown hotels. To attain a vibrant Downtown, the City should set a target of housing an additional 5,000 residents during the 15- to 20-year timeframe of this plan.

- **Business Synergies.** Downtown is a major job center with many spin-off businesses from the University. Downtown should play a role in supporting start- up businesses, and retaining expanding businesses. New commercial development must be accompanied by new housing to avoid exacerbating Berkeley’s jobs-housing imbalance.
– **A Great Neighborhood.** Housing forms a cornerstone for a successful Downtown, because Downtown needs lots of people, day and night, to be vibrant. Housing brings activity to Downtown streets and patrons to Downtown stores, services, restaurants, and theaters. Housing and residents also contribute to comfort and safety. With a special emphasis on affordability, diverse housing options make Downtown a place for families and individuals of all ages.

– **History.** Conserving Downtown’s historic resources and main-street character maintains connections with the past, and helps give Downtown a unique sense of place. New construction can heal the scars posed by unsightly properties, but care must be taken not to overwhelm Downtown’s historic jewels.

– **University as Partner.** Downtown offers opportunities to celebrate the city’s connections to the University. The University should be encouraged to strengthen Downtown by contributing new cultural uses (such as the University’s Berkeley Art Museum and Pacific Film Archive), community services (such as a new Health Campus), and a large Downtown work force to support economic activity. At the same time, Downtown can encourage uses important to the University and its students and staff, such as hotels, restaurants, shops, and entertainment.

**URBAN FORM**

**Development Opportunities.** The Downtown Area contains a mix of commercial, residential, cultural, and institutional uses. While the extent of future development under the Downtown Area Plan is not precisely known, the Downtown Area Plan establishes parameters for future development that may take place. Most, if not all, of this development will take place on parcels that are vacant or have a relatively low level of improvement. These underutilized development “opportunity sites” comprise about one-third of all parcels Downtown. These sites include vacant lots, surface parking lots, one-story buildings, and two-story buildings near BART. Two-thirds of available land is not likely to change, except for renovations and adaptive re-use of older buildings. Very few opportunity sites have been identified in the residential areas in the northwest and southwest portions of the Downtown Area where the Plan encourages retention of the existing character. Because of limited land availability -- and the protections already in place for historic resources -- change will come to only a fraction of the Downtown Area, and will occur incrementally.

**Core Area.** The Downtown Area Plan allows for the tallest buildings in the Core Area, because of its exceptional transit access, its shops and amenities, convenience to UC’s campus, and its history of pedestrian activity and taller buildings (see Figure LU-2, Land Use Map). The heart of Downtown has unique advantages that make it especially appropriate to very high densities, and the taller buildings that are needed to reach them. The “Core Area” contains BART, an exceptional convergence of bus lines, unique cultural resources, and the highest volume of foot traffic in the East Bay. Center Street offers the most direct route to the center of UC’s campus from BART. The Core Area also contains two tall buildings: the Wells Fargo Building (173 feet) and the Great Western Building (179 feet).

Consideration was given to maximum allowable building heights that are less than permitted under the Downtown Area Plan, however an economic feasibility study showed that buildings above 75 feet (85 feet with architectural features) and below roughly 160 feet are unlikely to be built, because height thresholds within the building code have a dramatic impact on construction costs. As a consequence, it is likely to take buildings of a certain size to generate sufficient income to justify the increased costs.
(Downtown Berkeley Development Feasibility Study, Strategic Economics, 2008). An exceptionally large construction site, an especially strong economy, and public subsidies may make possible otherwise infeasible heights, but such conditions may rarely occur.

Outer Core. Downtown includes the area near BART, and parcels on and near Shattuck Avenue and University Avenue. In these areas, higher densities are also desirable for a variety of economic, social and environmental reasons, but the tallest buildings are reserved to the Core Area to avoid significant shading and crowding of residential neighborhoods. The Outer Core also has advantageous proximity to transit and walk-to conveniences, but a short walk to BART is necessary for regional transit service.

The Outer Core contains major University-owned development sites, including most of the former Department of Health Services (DHS) site (east of Shattuck and between Hearst and Berkeley Way) and the site at the northwest corner of University and Oxford. The University is the largest landowner of opportunity sites in Downtown, and has planned 800,000 square feet of development in the Downtown Area and the adjacent Tang parking lot (east of Oxford between Durant and Bancroft). Policies in the Land Use chapter and throughout the Downtown Area Plan encourage University development that will leverage major benefits and minimize impacts.

Buffer. Farther from BART, buildings that are less tall are preferred, especially where they abut surrounding residential neighborhoods.

Residential Neighborhoods. Few opportunity sites exist in residential-only areas, but when development does occur, it will be subject to residential zoning. Many residents have expressed their desire to maintain the scale and character of these residential areas. To reduce development pressures that could result in inappropriate development, Plan policies call for downzoning the southwest portion of the Downtown Area from R-4 to R-3. Furthermore, the contrast in scale from denser districts to residential neighborhoods is reduced through policies, Zoning standards and design guidelines.

Open Space. The Downtown Area Plan also calls for the creation of major new public open spaces, adding to the existing opportunities afforded by Civic Center Park and the Berkeley High School open spaces. The "Park Blocks," will trade the space devoted to diagonal parking and back-up lanes on Shattuck for an 80-foot wide linear park with new recreational opportunities (see Streets and Open Space chapter). Several small plazas are also called for, most notably the creation of Center Street Plaza, on Center between Shattuck and Oxford.
GOALS, POLICIES & ACTIONS

GOAL LU-1: ENCOURAGE A THRIVING, LIVABLE DOWNTOWN THAT IS A FOCAL POINT FOR
THE CITY AND A MAJOR DESTINATION FOR THE REGION, WITH A UNIQUE
CONCENTRATION OF HOUSING, JOBS AND CULTURAL DESTINATIONS NEAR TRANSIT,
SHOPS AND AMENITIES.

Policy LU-1.1: Urban Uses & Intensities. Allow and encourage uses and urban intensities that
contribute positively to Downtown as a vibrant urban center and allow people who live, work and learn
in Downtown to meet daily needs on foot.

a) Allow and encourage uses in Downtown that contribute to a vibrant, active Downtown
environment (see Figure 'LU-1: Allowable Building Heights, and Table LU-1: Allowable Building
Heights). All new buildings shall deliver significant public benefits, many of which should be in
proportion to building height (see Policy LU-8.2). Buildings exceeding a height of 85 feet shall be
subject to shadow studies and visual analysis to avoid detriment to residential areas, and public
streets and open spaces, and if necessary require modifications to the project design including
setbacks and stepbacks to reduce view and shadow impacts (see Policies LU-3.2, HD-4.2, and
ES-4.7, as well as Table LU-1 Footnote (2)).
### TABLE LU-1. ALLOWABLE BUILDING HEIGHTS.

<table>
<thead>
<tr>
<th></th>
<th>Minimum Building Height (1)</th>
<th>Generally Allowed Maximum</th>
<th>With Use Permit for Increased Height (3)</th>
<th>Taller Exceptions (2)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>With Use Permit for Increased Height (3)</td>
</tr>
<tr>
<td>Core Area</td>
<td>55'</td>
<td>65'</td>
<td>85' (3)</td>
<td>180'(4, 5)</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>100'+120'</td>
</tr>
<tr>
<td>Outer Core (7)</td>
<td>45'</td>
<td>65'</td>
<td>85' (3)</td>
<td>100'+120'</td>
</tr>
<tr>
<td>Buffer (7)</td>
<td></td>
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<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td>R-3 (downzone from R-4)</td>
<td>none</td>
<td>see Zoning Ordinance</td>
<td></td>
<td>not allowed</td>
</tr>
<tr>
<td>R-2A</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

(1) City, entertainment, libraries and museum buildings are exempt from minimum height requirement. The minimum building height may not be attained by using parapets, roofs, or floor-to-floor heights that exceed typical dimensions for proposed use(s).

(2) For building parts above 85 feet, stepbacks apply to non-UC development, specific standards to be defined consistent with other DAP Policies. Not more than two buildings over 85 feet (other than UC's) may be office buildings, and no office building shall exceed a height of 120 feet.

(3) Special use permit for increased building heights subject to approval of findings related to significant community benefits and mitigation of impacts (see Policy LU-8.2), and conditions for their enforcement. UC projects not subject to Use Permit, and may be built to 100 feet in Core Area and Outer Core. The 100-foot height limit for University projects applies only to UC Sites shown in “Figure IN-4: Potential Development Opportunity Sites.”

(4) Hotel projects that deliver substantial community benefits may be granted a 45 foot height bonus above 180 feet (to a maximum of 225 feet). (See Policies LU-8.2, ED-1.9 & ED-8.1.)

(5) Separate buildings that are over 120 feet in height to avoid significant aesthetic and shade impacts, on narrower streets (under 100’ right-of-way).

(6) 120-foot exceptions not to exceed a total of six (6) in all areas where allowed (see Figure LU-1), with two of those buildings reserved for UC Sites in the Core and Outer Core. 100-foot exceptions not to exceed a total of two (2) buildings in all areas where allowed.

(7) Stepback provisions apply to buildings that face the location of the future Park Blocks (see Figure OS-1) and where abutting residential-only areas (see Policy LU-6.2).

b) The following uses are allowed in Core Area, Outer Core, and Buffer areas (see Figure LU-2), except as where further limited by provisions: "d)" and "e)" for Public-Serving Frontages, and "g)"

for uses on upper-floors:

Land Use (LU)
- commercial uses (such as retail, restaurants, offices, cinemas, nightclubs, hotels, personal services, professional services, fitness centers);
- multifamily residential uses (such as apartments, condominiums, townhouses, and "live-work" lofts/townhouses);
- cultural & community uses (such as libraries, theaters, museums, art galleries, visitor services, supportive services, childcare, government uses, health care and health-related facilities);
- educational uses (such as classrooms, student and staff services, recreation facilities, and research facilities); and
- public and private open space.

c) A detailed list of allowable, conditionally allowed and excluded uses shall be defined in revised zoning provisions.

d) Where it is desirable to have high levels of foot traffic and visual/physical connections between public and interior space, not all allowable uses are appropriate along sidewalks at street-level. Where designated by Figure LU-4, Public-Serving Frontage Required, appropriate street-facing street-level uses include:
- active commercial uses (such as retail, restaurants, offices, nightclubs, hotels, and personal services, but not the non-lobby/reception portions of cinemas, professional services, or fitness centers);
- active cultural & community uses (such as libraries, theaters, museums, art galleries, visitor services, supportive services, and childcare, but not government uses, health care or health-related facilities);
- active educational uses (such as student and staff services, but not recreation facilities, research facilities or classrooms);
- "live-work" lofts & townhouses with entry to office, art studio, or similarly active street-level use;
- similarly intensive pedestrian-/visitor-/customer-based activities; and
- lobbies and reception areas (including those that serve uses that are generally not appropriate).

e) Residential uses are not appropriate at the street-level where Public-Serving Frontages are required. A detailed list of allowable, conditionally allowed and excluded uses shall be defined in revised Zoning provisions.

f) Minimize discretionary review for street-level uses that are appropriate to Public-Serving Frontages (see "c" above), except when needed to address negative impacts.

g) Non-residential uses may not be appropriate on upper floors in all Buffer locations. Consider whether upper-story uses in certain locations should be limited to multi-family residential and supportive services for residents, but allow community-serving uses such as health care and
health-related facilities with findings and conditions that minimize the impacts of such uses on nearby residentially-zoned areas (see Policy LU-7.1).

h) Refer to Berkeley’s Zoning Ordinance for uses allowed and excluded in residential-only areas (see Policy LU-6.1).

i) Encourage a full-service grocery store in or near Downtown by working with property owners and real estate brokers and creating incentives, such as modifications to Zoning standards and impact fee waivers (see Policy ED-1.4).

j) Encourage day care facilities in and near Downtown by: working with property owners, real estate brokers, and UC Berkeley to promote Downtown childcare facilities; by maintaining development fees for child care (see Policy LU-8.2); and by allowing increased floor areas for providing child care as is provided under a State density bonus. Consider incentives for other neighborhood services.

k) Create new public open spaces such that there is a park or plaza within a few blocks of every resident (see chapter on Streetscapes & Open Spaces).

l) Encourage hotels in the Core Area through incentives, including permitting additional height than would otherwise be allowed (see Table LU-1 and Policy ED-1.9).

m) Parking and other transportation policies should support this policy (see Access chapter).

Policy LU-1.2: Culture & Entertainment. Encourage unique cultural and entertainment uses that serve the city and region (see Policy ED-1.5).

a) Adopt incentives to retain and support the expansion of culture and the arts in Downtown, especially in the "Arts District."

b) Retain and support Downtown’s cinemas. Consider incentives for upgrading existing movie theater facilities.

c) Recruit uses that complement Downtown as an evening destination, including new cinemas, restaurants, and art and entertainment venues.

d) Work with the Convention & Visitors Bureau and Downtown Berkeley Association, promote events and festivals that capitalize on Downtown’s unique cultural strengths, such as arts, movie, and music festivals, "town-gown" activities, and art installations.

Policy LU-1.3: Complementary & Active Businesses. Cultivate synergy between restaurants, small shops and businesses, combined with Downtown’s focus on cultural and educational uses, to encourage a thriving and diverse retail environment.

a) Strengthen retail in Downtown by supporting an increase in the number of: people working and living Downtown, cultural and arts uses, better connections to UC, and attractive streets and public spaces (see Policy ED-1.2).
b) Implement and coordinate public improvements, historic preservation, and other efforts to emphasize Downtown as a pedestrian-friendly environment with a strong sense of place (see Historic Preservation and Urban Design chapter).

c) Evaluate alternatives for a vacancy tax and other provisions that incentivize the productive use of land downtown, consistent with the goals and other provisions in the Downtown Area Plan.

Policy LU-1.4: Civic Focus. Focus City government and civic activity in the Civic Center area, and recognize Downtown's central role in providing community services.

a) Maintain the present assemblage of civic buildings (including the High School) in the Civic Center area, and require new buildings to face Civic Center Park and streets with active, community-serving uses near street level.

b) Encourage governmental, social service and other community uses that serve all Berkeleyans in and near the Civic Center area, so that these community-serving uses are centrally and conveniently located.

c) Maintain and enhance Civic Center Park with physical improvements and enhanced maintenance (see Policy OS-1.2).

d) Seek funding to retrofit the Veterans Building to resist earthquakes and, in addition to supporting veterans' activities, recruit a community-serving use for its main floor.

GOAL LU-2: CULTIVATE DOWNTOWN AS AN ATTRACTIVE RESIDENTIAL NEIGHBORHOOD WITH A RANGE OF HOUSING OPPORTUNITIES, AND AN EMPHASIS ON AFFORDABLE HOUSING AND FAMILY HOUSING.

Policy LU-2.1: Housing Needs. Accommodate a significant portion of Berkeley's share of regional housing growth as defined by Regional Housing Needs Assessments (RHNA) within the Core Area, Outer Core, and Buffer areas, as compared with other appropriate subareas within the City.

Policy LU-2.2: Housing Diversity & Affordability. Offer diverse housing opportunities for persons of different ages and incomes, households of varying size and the disabled, and give Downtown a significant role in meeting Berkeley's continuing need for additional housing, especially affordable housing.

a) Significantly increase the capacity for new housing development in Downtown, as provided for in this chapter.

b) Encourage affordable housing, (as described in the chapter on Housing and Community Health & Services).

c) Encourage market-rate ownership housing that increases longer-term Downtown residents (see Policy HC-3.4). Use fees generated by market rate housing to increase the supply of affordable housing within development projects and/or in lieu fees for the construction of very low income housing with supportive services.
d) Encourage adaptive reuse of older buildings by promoting their rehabilitation, and allow intensification, where appropriate (see Policies HD-1.1 & HD-1.2).

e) Develop a model affordable housing and green building project on the City-owned Berkeley Way parking lot site (see Policies HC-4.2 & ES-2.5).

f) Provide sufficient usable open space for residents within new residential projects, including courtyards, roof gardens, community gardens, etc. (see Policies OS-3.2 & HC-1.2).

GOAL LU-3: NEW DEVELOPMENT SHOULD ENHANCE DOWNTOWN’S VITALITY, LIVABILITY, SUSTAINABILITY, AND CHARACTER THROUGH APPROPRIATE LAND USE AND DESIGN.

Policy LU-3.1: Transit-Oriented Development. Encourage use of transit and reduction in regional GHG emissions, and encourage efficient use of available development sites, by allowing buildings of the highest appropriate intensity and height near BART and bus service along Shattuck and University Avenues. Require efficient use of available sites and help attain goals related to vitality.

a) Adopt minimum and maximum building heights consistent with Policy LU 1.1.

Policy LU-3.2: Development Compatibility. Encourage compatible relationships between new and historic buildings, and reduce localized impacts from new buildings to acceptable levels. The size and placement of new buildings should: reduce street-level shadow, view, and wind impacts to acceptable levels; and maintain compatible relationships with historic resources (such as street wall continuity in commercial areas). (See Policies ES-4.7 & HD-4.2)

a) Revise zoning provisions and amend the Downtown Design Guidelines to provide for appropriate controls on setbacks and building bulk (such as through the use of floor area ratios and maximum horizontal dimensions), and rules for street-level open space and other devices. Emphasize measurable standards that are easy to understand and apply (see Policy HD-4.1).

Policy LU-3.3: Historic Resources. Preserve historic buildings and sites of Downtown, and provide where appropriate for their adaptive reuse and/or intensification (see Policy HD-1.1 and its associated footnote).

a) Allow flexibility in parking and other zoning standards, such as exemption from on-site open space requirements, when such buildings are substantially and appropriately preserved or restored as part of a development project. Review and, if necessary, revise standards that may discourage historic rehabilitation and adaptive reuse.

GOAL LU-4: ENHANCE DOWNTOWN AS A CENTER FOR EMPLOYMENT AND INNOVATIVE BUSINESSES.

Policy LU-4.1: Office Space. Encourage new office space to serve the growth needs of existing and start-up businesses, encourage private-sector spin-offs from the University, and provide jobs for Berkeley’s existing workforce (such as professionals and high-tech workers who now commute elsewhere).
a) Encourage new office and research space to have floor plates of a size that will help retain growing local businesses in Berkeley by reviewing zoning provisions for possible encumbrances to the creation of contiguous floor areas exceeding 10,000 square feet, and consider their elimination.

b) Review zoning provisions for possible encumbrances to the creation of small office and research spaces that are suitable for start-up businesses, and may include the sharing of equipment and facilities (such as reproduction facilities, conference rooms, internet connections) among multiple tenants. Consider the elimination of such encumbrances.

c) Encourage start up businesses (see Policy ED-8.2).

GOAL LU-5: ENCOURAGE UNIVERSITY USES IN DOWNTOWN THAT WILL BENEFIT THE GREATER DOWNTOWN AREA.

Policy LU-5.1: University Land Uses. Encourage the University to use its Downtown sites for uses that serve the public or are of general interest. To the extent possible, UC buildings should line streets and public open spaces with retail and other public-serving uses that encourage activity and meet needs of Downtown residents, workers, and visitors. (See Policies HD-5.1, ED-1.5 and HC-7.1.)

a) Museums. Encourage UC to move museums (such as the Lawrence Hall of Science and the Hearst Museum of Anthropology), satellite museums and/or museum collections into Downtown. Support the relocation of the Berkeley Art Museum and Pacific Film Archive to the UC Printing Plant building and adjoining garage (bounded by Center, Oxford, and Addison). Locate museum entrances, cafes, and retail stores in ways that strengthen existing retail and cultural uses.

b) Retail Frontages. Encourage the University to locate retailing activities along the Shattuck and University Avenue frontages that it controls. Encourage UC to open branches of affiliated retail stores into Downtown, such as the Scholars Workstation and UC museum stores, and make these stores open to the general public. Retail frontages are encouraged along Shattuck and University Avenues at a depth of 100 feet, if feasible. Prior to development, the City and University should jointly consider how deep the retail space should be and work together to attract tenants to strengthen retail activity.

c) Community Health & Services. Encourage the University to move programs that serve the general public to Downtown, such as health clinics, an optometry clinic, social work, community-based research, community outreach, auditoriums available for community events, and other community services.

d) University Avenue Gateway – South Side. To provide a new sense of arrival and gateway at the east end of University Avenue and to help transform Oxford Street, the City recommends additional development on the University Hall site and adjacent UC property just to the west. University Hall could be modified and/or additional building area could be added to contain visitor oriented uses such as a joint Visitor Center, an information center for UC and non-UC events, a multicultural center, and/or branches of University museums that would contribute to Addison.
Street as a cultural destination. If UC develops consolidated parking Downtown, the site west of University Hall is appropriate for this use (see Policies AC-3.3 & 3.6).

e) University Avenue Gateway – North Side. The City recommends near-term development of UC properties on the block bounded by Oxford, Walnut, Berkeley Way, and University Avenue, possibly as part of the University’s plans for “surge” space (to house functions now in campus academic buildings when they undergo seismic repair and later to be used for administrative offices). The University is encouraged to seek unified development of this block through the acquisition of non-UC properties -- with the exception of the apartment building at Berkeley Way and Walnut Street, and with the integration and preservation of a meaningful portion of the exterior of the landmarked garage building and forecourt at 1952 Oxford Street.

f) Department of Health Services Site (between Shattuck, Hearst, Oxford, and Berkeley Way). Encourage near-term development of the former Department of Health Services (DHS) site, between Shattuck and Oxford, Hearst and Walnut. In addition to retail along Shattuck (see “b”), the ground floor of new buildings along Oxford should be pedestrian-friendly, and have frequent windows and entrances. The scale of new University buildings on the DHS site should be sensitive to their context, with lower building heights along part of its Hearst-facing frontage (between Shattuck and Walnut) as depicted in Figure LU-2: Land Use Map. Health services are encouraged on the DHS site (see LU—7.2).

g) Health Services in Downtown (see Policy LU-7.2).

h) Tang Center Parking Lot. The parking lot site adjacent to the Tang Center between Bancroft and Durant is associated with UC planning in the Downtown Area, but is guided by the Southside Plan. Relative to sites located in the Downtown Area, encourage UC to make the Tang Center site a relatively low priority for near-term development. A multicultural center is encouraged on the site, which could bring together Berkeley High School students, UC students and other young adults. Office and storefronts are considered appropriate ground floor uses for the site facing Bancroft. The south side of the site is appropriate for housing at a scale that relates to nearby existing residential uses.

i) Activity Facilities. Encourage the University to retain the Edwards Field track, tennis courts, and similar activity facilities near Downtown. Also encourage new activity facilities that will bring activity and amenities to locations in or adjacent to Downtown.

j) Childcare. Encourage the University to add childcare facilities for faculty, staff, and students to its Downtown properties, and to consider making these facilities available to the general public.

Policy LU-5.2: UC Housing. Encourage the University to create more housing Downtown, possibly in cooperation with private developers.

a) Encourage the University to replace the Banway building on Bancroft in the long term with housing for faculty, students (including undergraduate and graduate), or families (see Policy HC-3.6).
b) For the northeast portion of the Golden Bear site, the R-2A height limit of 35 feet should be retained, except for affordable housing projects and publicly-accessible parking having no retail or office space, which should be allowed a maximum height of 65 feet.

**Policy LU-5.3: Business Synergies.** Encourage University uses in Downtown that will enhance it as a center of employment and innovative businesses (see Policies LU-4.1 & ED-8.2).

a) Encourage University uses in Downtown to enhance it as a center of employment and innovative businesses. Encourage UC Berkeley to site office, laboratory, cultural, and associated space (as anticipated in UC's Long Range Development Plan) in the Downtown Area on sites already owned by the University.

b) Encourage the University to locate East Bay Green Corridor Partnership uses in Downtown, to demonstrate the City's and the University's leadership in promoting sustainability (see Policy ES-2.1).

**GOAL LU-6: MAINTAIN THE EXISTING SCALE AND CHARACTER OF RESIDENTIAL-ONLY AREAS.**

**Policy LU-6.1: Neighborhood Protections.** Seek to reduce development pressures in residential-only areas, to promote the preservation and rehabilitation of older structures, and conserve the scale of their historic fabric.

a) Maintain the R-2A designation and downzone R-4 areas to R-3, as shown on the Land Use Map.

b) Consider creation of design guidelines and public improvements that maintain and enhance the special character of residential neighborhoods.

c) For the north side of Dwight Way east of Shattuck Avenue, parcel(s) should remain zoned R-4, with a special use permit for additional height only allowed for the provision of affordable housing. No project should exceed a height of 45 feet, unless it is an affordable housing project(s) with low-/ very-low income housing and supportive services in which case a height of 55 feet may be allowed. Street-facing retail and community services may be associated with affordable housing projects. (See Figures LU-1: Allowable Building Heights and LU-2: Land Use Map).

**Policy LU-6.2: Transitions.** Avoid abrupt transitions between residential-only neighborhoods and projects built in Outer Core and Buffer areas (see Figure LU-1, Allowable Building Heights, and Figure LU-2, Land Use Map).

a) For projects in Outer Core and Buffer areas that immediately abut an existing residential building on a residentially designated property, the new building should step down to be similar to the height of the existing residential building or 45 feet, whichever is greater, and should not exceed 65 feet within 40 feet of any residentially designated property. The required depth of this "stepback" shall be evaluated and determined as Zoning provisions are revised, and be sufficient for mitigating significant shadow and privacy impacts on abutting residentially zoned parcels. Zoning provisions should be developed so that projects that are across the street from residentially-designated parcels respect the predominant scale of existing buildings on the confronting block.
b) Buildings along Shattuck from Durant to Dwight (i.e. facing the future location of the Park Blocks) should not exceed 65 feet within 15 feet of the Shattuck right-of-way.

GOAL LU-7: MAINTAIN AND EXPAND COMMUNITY HEALTH CARE FACILITIES AND SOCIAL SERVICES IN THE DOWNTOWN AREA.

Policy LU-7.1: Herrick Site. Encourage the retention of community-serving health services on the Herrick Hospital site. Work with Alta Bates Summit Medical Center to retain all or a portion of the Herrick site for health services to the extent feasible.

a) If the owner of the Herrick site proposes to reduce provision of health services the City should encourage and work with the owner to include health services to the community as part of any redevelopment plan for the site (see Policy HC-7.1).

b) If only housing is proposed on the Herrick site, the housing should have the same scale as its residential neighbors, i.e. consistent with its rezoning as R-3 (see Policy LU-6.1).

c) The City should allow a mixed-use project on the Herrick site and should redesignate the site as Buffer if a proposed project incorporates health care for the community, such as through the provision of a community-serving health clinic, primary care, or similar facility, on the Herrick site or in its general vicinity.

Policy LU-7.2: UC Health Services. Encourage UC to move health services and programs that serve the general public into the Downtown Area.

a) Work with the University as it considers moving health services and programs into the Downtown Area, such as health clinics, an optometry clinic, social work, community-based research, community outreach, auditoriums available for community events, and other community services. Consider the DHS site as a campus for providing a range of health services and health-service activities in the same location (see Policy LU-5.1).

Policy LU-7.3: Other Care Providers. Support public, non-profit and for-profit agencies in Downtown that provide health-related and social services (see Policies HC-5.4 & HC-7.1).

GOAL LU-8: HAVE NEW DEVELOPMENT CONTRIBUTE ITS FAIR SHARE TOWARD DOWNTOWN IMPROVEMENTS, AND COORDINATE PUBLIC IMPROVEMENTS, FEES FROM NEW DEVELOPMENT AND OTHER FUNDING OPPORTUNITIES FOR THE ORDERLY AND ATTRACTIVE TRANSFORMATION OF DOWNTOWN.

Policy LU-8.1: Open Space. New development shall provide adequate on-site open space or help pay for off-site street-level open space improvements to meet the needs of residents, workers, and visitors, and benefit the character of Downtown (see Policy OS-3.1).

a) Establish minimum street-level open space requirements for the enjoyment of the public, for use by residents, and to capture urban runoff and retain rainwater.

b) Except for minimum standards for resident open space, allow a fee in lieu of on-site open space requirements, provided that improvements can be implemented within 5 years of the acceptance
of those fees and use such in-lieu fees for street enhancements and other open space improvements in the Downtown Area.

c) New development should help pay for on-going maintenance (including the rehabilitation and/or enhancement of existing Downtown open space) through fees, developer agreements, and enforcement mechanisms and/or resident/landowner involvement (see Policies OS-3.1 & OS-3.3). Allocate portions of the revenue from the hotel transient occupancy tax (TOT) revenues toward street enhancements and other public open space improvements and maintenance.

d) Devote a significant portion of the additional revenue from Downtown Area parking (i.e., meters, publicly-owned garages, and parking taxes) into visible Downtown Area improvements, maintenance, and services (see Policy AC-3.5).

e) Consider a comprehensive Financing Plan as part of the Streets and Open Space Improvements Plan, which identifies potential sources of funding, projects potential revenues and prioritizes potential improvements and programs.

f) Recognize that existing building owners, businesses and tenants, who will benefit from the improvements and maintenance, should assist in paying for them.

Policy LU-8.2: Provision of Public Benefits by Developers of Tall Buildings. Buildings in excess of 85 feet must provide significant community benefits beyond what would otherwise be required.

a) Establish provisions that require that buildings proposed to exceed 85 feet in height must be found to provide significant community benefits in excess of any requirements in the following benefit areas: Green Building (see Policies ES-4.1 to ES-4.8), Open Space (see Policy OS-3.1), Transportation Demand Management (see Policies AC-1.3, AC-3.1 & AC-3.2), Employment (see Policies ED-1.9 & ED-8.1), and Affordable Housing (see Policy HC-4.2). Table LU-2 provides examples of possible community benefits.

b) In addition to typical requirements for taller buildings, hotel projects shall be LEED Gold with LEED Platinum as a goal. Community benefits could include – but are not limited to – the non-site specific recommendations of the “Task Force on a Downtown Hotel/Conference Center” (April 2004), such as: maintaining the highest standards for design; constructing and operating according to green building principles; emphasizing alternative transportation modes for patrons and employees; and encouraging a local labor force and fair wages (see Policy ED-1.9).
| 1971 Policy LU-8.3: Development Feasibility. When establishing provisions for new fees and financing strategies, consider how fees and exactions may discourage development, so as to make these provisions consistent with the intent of this Plan. |
| 1974 a) Consider provisions described in this chapter, as well as fee and financing provisions under Policy AC-3.5. |
| 1976 Policy LU-8.4: DAP Evaluation & Updates. Regularly evaluate whether the Downtown Area Plan is having desirable impacts on aesthetics, livability, economic vitality, housing growth and affordability, sustainability, and other factors, and whether the negative impacts are acceptable. Consider |

<table>
<thead>
<tr>
<th>Table LU-2. Examples of Community Benefits</th>
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<tbody>
<tr>
<td><strong>Affordable Housing &amp; Supportive Services</strong></td>
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<tr>
<td>- Provision of below market rate units beyond the percentage required</td>
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<td>- Provision of below market rate units affordable to lower income tenants beyond that otherwise required</td>
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<td>- Payment of affordable housing impacts fees beyond those required</td>
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<td>- Payment of childcare impact fees beyond those required</td>
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<td>- Provision of child care facilities for residents or employees of a project unless such facilities are provided in return for a density bonus</td>
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<td>- On-site supportive services provided, such as those designed for homeless, formerly homeless, and/or disabled tenants</td>
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<td>- Universal-access units in excess of requirements</td>
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<td>- Units large enough to accommodate families</td>
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<tr>
<td><strong>Green Buildings &amp; Open Space (OS)</strong></td>
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<td>- Green building provisions beyond those required</td>
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<td>- Contributions towards recycling service for multifamily buildings</td>
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<td>- Participation in shared energy efficiency &amp; energy generation facilities</td>
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<tr>
<td>- Adaptive reuse and restoration of historic structures (consistent with Secretory of Interior Standards)</td>
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<td>- On-site plazas and midblock walkways for public enjoyment</td>
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<td>- On-site stormwater retention features beyond what is required</td>
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<td>- Payment of fees for district-level stormwater quality improvements exceeding those required</td>
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<td>- Payment of fees for street &amp; OS improvements exceeding those req’d</td>
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<td>- Green roofs</td>
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<td>- Community gardens</td>
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<td><strong>Transportation Demand Management Improvements</strong></td>
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<tr>
<td>- Car share pods</td>
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<td>- Car share subsidies for residents/employees</td>
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<td>- Plug-in facilities for electric vehicles &amp; hybrids</td>
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<tr>
<td>- Bicycle facilities (secure parking, lockers and/or showers)</td>
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<td>- Bike share kiosks</td>
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<td>- Public parking facilities and/or parking fees exceeding req’ts and as part of a Consolidated Parking/TDM Program</td>
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<tr>
<td><strong>Employment</strong></td>
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<td>- Participation in state certified apprenticeship programs</td>
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<td>- Agreement/commitment to worker retention policies and practices</td>
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<td>- Agreement/commitment to pay living wage</td>
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<td>- Full disclosure regarding project labor agreements, labor peace and pension and health benefits</td>
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adjustments to DAP policies and development regulations to better attain desirable impacts and
address unacceptable negative impacts

1981 a) The City Council should review the Downtown Area Plan five (5) years after adoption. Prior to
this review, the Planning Commission should undertake a comprehensive evaluation of the DAP.
Based on this evaluation, the Planning Commission may recommend DAP revisions to the City
Council for consideration and possible adoption.

1985 b) The Planning Commission should undertake a comprehensive evaluation every five (5) years
thereafter. Based on each evaluation, the Planning Commission may recommend that the City
Council adopt changes to DAP policies and development regulations.
4. ACCESS

STRATEGIC STATEMENT

Access to Downtown Berkeley takes many forms, and an effective transportation system is key to the success of Downtown's many activities. For its continued success as a thriving and livable place, Downtown's transportation system must serve Downtown's three principal roles: as a livable district, a vibrant city center, and as a regional destination for housing, employment, education, community life, culture and the arts.

Downtown is an urban center that requires interdependent and complementary transportation management strategies that focus on three central themes.

- Emphasize and enhance Downtown as a destination.
- Give priority to transit, pedestrians, and bicyclists, while reducing automobile use, especially by commuters.
- Improve connectivity between Downtown and Berkeley neighborhoods, and between Downtown and the Bay Area.

PRIORITIZE PEDESTRIANS

Downtown should be first and foremost oriented for the comfort, enjoyment and safety of pedestrians of all ages and abilities. A positive experience for pedestrians is the foundation for attaining many Downtown goals. A pedestrian-oriented environment serves the needs of Downtown residents, who can meet most daily needs on foot and for whom Downtown's streets are at their front door. Safe, comfortable, interesting, walkable environments also serve daytime denizens: the employees, shoppers, visitors, University students, faculty, and staff -- who walk through and into Downtown.

Downtown already has a lot of pedestrians. The segment of Center Street between BART and the UC Berkeley campus has the most foot traffic of any street in the East Bay. Seventy percent of Berkeley residents say that they sometimes walk to shop or run errands (2001 City of Berkeley General Plan). The 2000 Census shows that about 15 percent of Berkeley residents walk to work, five times the rate for Alameda County as a whole. The highest walk-to-work rates are found in the census tracts that include the Downtown Area.

Maintaining and improving Downtown's pedestrian environments is especially critical to Berkeley's increasingly aging population, for whom Downtown offers car-free housing options. Twenty one percent of Americans aged 65 and older do not drive (STPP Aging Americans: Stranded without Options: April, 2004). Downtown Berkeley is an ideal location for aging baby-boomers interested in active lives near the many attractions that Downtown has to offer. A pedestrian-friendly Downtown is also an important resource for people with physical disabilities who are "... poorly served by development patterns that do not provide access to transit and safe, accessible pedestrian facilities ... [and whose] specific needs ... are often not met in car-oriented environments." (LEED-ND, USGBC, Public Health and the Built Environment, May 2006 p.114).
A Downtown with exceptional, inviting pedestrian places is much more likely to attract retail patrons, businesses, cultural uses, visitors and new residents. High quality pedestrian environments are critical to Downtown's competitiveness with other regional destinations.

The previous Downtown Plan (1990) strongly supported a pedestrian-oriented Downtown. Despite that Plan, the quality of Downtown's walking environments is mixed. Relatively few places provide high-quality walking environments that are lined by active uses, sheltered by street trees and awnings, and are human in scale. The southern sidewalk on Center Street between Shattuck and Oxford is a model of such a high-quality pedestrian environment, as are the Addison Street "Poetry Walk" and parts of Shattuck Square. Other streets offer little more than narrow sidewalks, and many places that could be successful pedestrian places because of the presence of active uses, trees and furnishings, are dominated by cars.

Another important element of the pedestrian environment are mid-block walkways that offer pedestrians "shortcuts" that are free from vehicles and sometimes accompanied by outdoor dining. New mid-block walkways have been created over the past 20 years, and others are possible.

The comfort and safety of pedestrians is often compromised by fast-moving traffic and by street design and operations decisions that favor cars and trucks. Transportation engineering decisions traditionally focus on vehicle flow and minimizing vehicular conflicts, and less on the needs of pedestrians and bicycles. While Downtown streets already contain features that help protect pedestrians and cause drivers to slow (such as curb extensions at some crosswalks and parallel on-street parking), more can be accomplished if design options that favor pedestrians are employed. For example, travel lane widths might be reduced for pedestrian safety, as the average speed of a car slows as much as 3 mph per foot in lane reduction (Parsons Transportation Group). Transportation modeling has also confirmed that several street segments with four travel lanes (two in each direction) can, in fact, be reduced to two lanes (one in each direction) with no significant traffic impacts. Reducing the width of travel lanes, or eliminating them altogether, offers major opportunities for expanding sidewalks, increased landscaping and bicycles (see chapter on Streets & Open Space).

Cars can be managed in other ways to enhance pedestrian environments. Shifting people out of cars and into alternative modes benefit pedestrians by reducing and calming traffic. Conflicts between cars and pedestrians decrease along sidewalks when parking on private parcels and driveways are reduced. And while efficient transit is important, transit improvements must be thoughtfully designed and respect that Downtown is, foremost, a pedestrian-oriented place.

**BICYCLING**

Only a portion of the people who visit Downtown can do so on foot. For many Berkeleyans, bicycling offers an excellent way to get there. Over 3,000 people, 5.6 percent of Berkeley residents, bike to work in Berkeley every day (2000 United States Census). This is over four times the Alameda County rate of 1.2 percent. In addition, about 4,200 individuals bike to work or study at UC Berkeley each day, with 21 percent of bike trips originating within Berkeley (UC Berkeley Bike Plan, 2006). Students in other schools in Berkeley, including Downtown's high school and Berkeley City College, also use bicycles as their primary means of transportation.
Downtown is served by a variety of bicycle routes, "bicycle boulevards," and other bicycle-oriented facilities. Milvia was Berkeley’s first "slow street" projects and is also a "Bicycle Boulevard" that offers a protected route for bicyclists traveling from the north or south, although the segment between University Avenue and Allston might be improved. Most people bicycling to the University pass through Downtown. Oxford Street carries over 1,400 peak hour bicyclists (UC Berkeley Bike Plan, 2006). Bicyclists from the west use other routes as well, such as Channing Way, which is also a Bicycle Boulevard, and Allston Way, which is a "Bicycle Route" because of slower traffic speeds and the traffic light at Martin Luther King Jr. (MLK) Way.

Center Street offers a one-block segment with bicycle lanes, however it does not connect farther west than MLK Way and bicyclists actually use Allston Way significantly more than Center (144 versus 95 per hour eastbound, staff 2009 count), when moving through this portion of Downtown. This is significant because proposed plaza improvements on Center Street (between Shattuck and Oxford) would make bike lanes difficult. Furthermore, the important pedestrian connection between BART and Civic Center Park would benefit greatly if large landscape strips with abundant trees replaced these bike lanes. Bicycle parking facilities are in high demand, and new parking was introduced in recent years. Bicycle parking is provided on-street and in covered locations, such as City garages and the BART station’s mezzanine. More bicycle parking is needed, however, especially near major destinations, such as the YMCA and BART. The Downtown BART Bike Station will expand this facility and relocate it to a street-level retail space, with support from the City. Early consideration is also being given to bicycle rental programs that are inexpensive, convenient and located near transit.

**TRANSIT**

Downtown Berkeley has some of the best transit access in the Bay Area, and it is the second largest transit hub in the East Bay. Downtown has a BART Station and is the point of convergence for thirteen AC Transit bus lines (2008). Low-cost shuttles for the University, LBNL and Summit/Alta Bates also serve Downtown. In 2008, the City began to explore the possibility of shuttle service between Downtown BART and major employers in West Berkeley.

Transit is a key alternative mode to the automobile, and is essential to persons who do not or cannot drive. A 2000 survey of AC Transit riders showed that 61% of adult riders were transit-dependent. (AC Transit 2002 On-Board Passenger Survey-System-Wide Results). Presentations for the Urban Habitat to the Transportation and Land Use Coalition indicate that, in 2002 and in the Bay Area, 26% of low-income households and 35% of poor single-parent families did not have access to a car. In addition, many disabled and elderly individuals are unable to drive.

Transit also plays a vital role in minimizing impacts associated with the University of California’s growth. UC Berkeley’s 2020 Long Range Development Plan requires that all new University housing be accessible within 20 minutes, either on foot (i.e., a one mile radius) or by transit (i.e., along major transit corridors).

For those people who have a choice of modes, key determinants in choosing between transit and the automobile are reliability and time. If buses come on time and get you there quickly, they better compete with the automobile. AC Transit has introduced enhanced "Rapid Bus" service that connects Downtown to Telegraph Avenue and downtown Oakland. Rapid Bus improves travel speeds and makes schedules more reliable by giving buses priority at traffic lights and by having
fewer stops. Additional Rapid Bus improvements might include pre-paying to speed boarding, real-time information on arrival times, and other amenities.

Another way to enhance bus service is through Bus Rapid Transit (BRT). BRT uses dedicated travel lanes to further improve speed and reliability. In urban areas, bus schedules can be difficult to maintain because of congestion. Traffic projections predict that congestion will choke Bay Area freeways and major roadways over the next 20 years (Alameda County Congestion Management Agency). Diminished speed and predictability not only results frustrated riders, it also makes transferring between bus routes difficult and time consuming. Dedicated bus lanes would allow buses to bypass congestion, increase frequency, remain on schedule, improve timed transfers, and reduce travel times — possibly to the point where using transit becomes faster than driving.

Transit options like Bus Rapid Transit must be carefully evaluated and planned to consider impacts on the livability of Downtown and adjacent neighborhoods, especially the quality of pedestrian environments. The City will need to take a leadership role so that local concerns can be addressed effectively.

REDUCING AUTO USE

The City of Berkeley has long sought to reduce vehicle use to reduce impacts on the community and the environment. However, automobiles are likely to be the dominant transportation mode in the foreseeable future, and trucks are likely to deliver most goods. While Berkeley's population stayed constant from 1990 to 2000, traffic on Berkeley streets increased.

This Plan seeks to balance a strong desire to minimize the use of autos, while also accommodating them to the degree necessary and in the least obtrusive way possible. Accommodation of cars must be consistent with the City's priorities for pedestrians, bicycles, and transit. To achieve this balance, multiple strategies are needed to promote alternative modes, manage parking and traffic more effectively, and make street- and parking-related improvements that support the Plan's goals.

In considering strategies for managing the automobile, it is important to recognize that motorists are comprised of different user groups. To simultaneously reduce car use while making Downtown more attractive as a regional destination, each user group requires different transportation management strategies.

Commuters. The first and best strategy to address commuting is to provide more housing near jobs in Berkeley and encourage people to walk or bicycle to work. Commuters are by far the most susceptible of the user groups to alternative modes because most do not need regular access to their automobiles during the day. Parking and other strategies that increase the cost of commuting (see further discussion on parking below), or decrease the cost of using transit (see Transit and Transportation Demand Management, below) can have a significant impact on commuting. Because Berkeley has some of the best transit access in the Bay Area, these options are more available for workers here than in most other communities. For commuters, Guaranteed Ride Home programs and access to car-sharing vehicles can allay fears of the need to get somewhere in the event of emergencies. Long-standing City and the University policies discourage single-occupant commuter vehicles and to encourage the use of transit. As a result, Berkeley has the fifth highest transit-to-work rate for all cities in the Bay Area, and the third highest walk-to-work rate (2000 US Census).
Shoppers and Other Short-Term Visitors. People who come Downtown to shop or other short-term business are less likely to use of alternative modes, even though such modes deserve emphasis. Short-term visitors are less likely to travel on a regular schedule and more likely to value convenience. At the same time, the access by shoppers and other short-term visitors is vital to Downtown’s economic health and attractiveness as a destination. To maintain a thriving shopping district, Downtown must rely on people from outside of the area, and not solely on people who live, work or learn in the area. Because retailers must compete with other shopping districts in Berkeley and regionally, and Downtown’s competitiveness depends on reasonably convenient access. For retail, the availability of short-term parking – especially convenient parking on the street -- plays a critical role (see parking below). Once visitors have parked, an enjoyable and safe pedestrian environment will encourage them to walk to multiple destinations -- instead of driving. Convenient parking is also important to families, especially those with small children.

Residents. The average resident in Downtown Berkeley today is much less likely to own an automobile than residents in other parts of Berkeley or the region. But many residents own a vehicle because of occasional need or simply to have options. As more housing is built Downtown, including more affluent housing, some accommodation of cars will be needed. However, because of excellent transit and walking access to most services -- and because cars sharing opportunities are available throughout Downtown -- many residents will not need or want their own car.

Global Climate Change. The use of cars is a major contributor to global climate change. In 2005, gasoline and diesel consumption in automobiles accounted for 47 percent of Berkeley’s total greenhouse gas emissions, and almost 293,000 tons of greenhouse gases. Automobile emissions also contribute to air pollution and disease (City of Berkeley June 2007 Climate Action Framework). While there is some hope that in the timeframe of the Downtown Area Plan (roughly 2009 – 2029), non-polluting vehicles could become more readily available, autos and trucks will still have impacts on the character of the City, of Downtown and its surrounding neighborhoods, including noise, conflicts with other modes, and the use of significant amount of space for parking and streets. Reducing car use can best be achieved by increasing the numbers of people living near good public transit, and at intensities that support shops and services within walking distance

TRANSPORTATION DEMAND MANAGEMENT (TDM)

TDM is a range of strategies to discourage commuting at peak times, and encourage alternative modes, such as transit, bicycling, ridesharing, or walking. TDM is generally implemented by employers, who encourage their employees to reduce car use through incentives and disincentives. While TDM strategies are most efficiently applied by larger employers, government can sometimes help to make it workable for smaller employers. TDM strategies can include a variety of tools, including:

- cash equivalent to the cost of parking for those who do not drive alone;
- pre-tax commuter benefits;
- free or low-cost transit passes;
- car-/van-pool coordination and free car-/van-pool parking;
- showers for bicyclists and vouchers for bike repairs;
car-sharing opportunities for those who do not drive; and
a “free-ride-home” when people who do not own a car are faced with emergencies.

To be effective, TDM strategies must consider more than the dollar cost of driving. A UC survey
determined that "convenience" (at 37%) and "travel time" (at 30%) were most often cited as reasons
why faculty and staff drive rather than use transit or other alternate modes. As congestion increases,
the amount of time and money that is needed to drive will also increases, and public transit and other
TDM options will become even more attractive.

PARKING

Parking strategies should meet needs of the various “auto-user” groups, and address seemingly
competing objectives for discouraging parking (for commuters) while simultaneously making it
convenient (for short-term use).

Commuter Parking. It has been long-standing City policy to discourage long-term commuter
parking in Downtown. A 2004 survey of Downtown workers led by U.C. Professor Elizabeth Deakin
found that 37% of downtown Berkeley workers said they drive alone or with others and park in the
downtown. Of those who arrive by car, 70% report parking off-street. The remaining workers said
that they parked on-street, many of them illegally "feeding" the meters. This implies that of the
approximately 9,000 downtown workers, as many as 700 may engage in meter feeding while at work.
(2004 Transportation Research Board, Deakin et al). The City needs to work with private lot owners
(and employers in regard to TDM Strategies) to help reduce this proportion. Commuter behavior can
be altered by reducing the number of employers who offer free parking as an employee benefit or
offer equal benefits to uses of alternative modes. Parking can also be priced to become increasingly
expensive the longer that you park, which discourages long-term parking but also increases revenues
from the relatively few people willing to pay the premium. Commuter-focused strategies need to be
accompanied by enforcing parking restrictions in surrounding residential areas and by citing people
who feed on-street meters to get a lower short-term parking rate. Another Deakin study showed that
one-quarter of all on-street meters are occupied by all-day commuters, depriving retailers of these
much needed spaces.

Parking for Restaurants and Shops. The availability of convenient and readily available parking is
critical for shops and restaurants Downtown. Because it is visible and often most readily accessible
to businesses, on-street parking is more highly valued than off-street garage parking. Since
convenience is a critical dimension of retail competitiveness, Downtown’s on-street parking needs to
be priced and enforced to discourage long-term use and to encourage use of lower-priced parking
garages for those who are willing to walk farther.

In his book, The High Price of Free Parking, Donald Shoup, a professor at UCLA observes that the
price of parking is a minor factor for retail competition, and that the convenience plays a major role.
Consequently, Shoup recommends parking ordinances that price on-street parking so that there is
nearly always at least one parking space available on each block face (a vacancy rate of about 15%).
Since demand for parking can vary by time of day or location, prices can be adjusted accordingly to
attain this preferred vacancy rate.
Retailers, who typically object to increasing the price of parking, have been found to be accepting of higher on-street parking prices if the increased revenue from parking is invested in things that benefit the retail district, such as street and open space improvements and improved cleaning and maintenance.

**Evening Entertainment.** Evening entertainment venues can also benefit from price-based supply-and-demand strategies. Entertainment patrons often drive because of more limited evening transit service, concerns about safety, and higher vehicle occupancy. Yet, a 2006 study on Downtown found that, in the evening on-street parking “had an overall higher occupancy when compared to the midday period [and] revealed that parking on select blocks was fully occupied” near Downtown’s cinemas and live theaters. And yet, on-street parking is free after 6 pm, suggesting that assigning a cost to on-street parking could greatly improve its availability and increase utilization of off-street parking garages. (2006 MTC Downtown Berkeley Parking Study, http://tinyurl.com/2ypult7).

**Information on Parking Availability.** While perceptions prevail that parking is not available in Downtown, surveys indicate that roughly 20% of public parking garages are vacant during the early afternoon when demand peaks. In addition to making parking more available on the street (as has been previously discussed), parking demand can also be addressed by using “real-time” signage. If driving to Downtown on any major street, signs would direct you to major publicly accessible parking garages and would also indicate how many parking spaces are available at each. A recent study analyzed how a system of information signage might help motorists find parking space in Downtown but was not implemented due to insufficient funding. Increasing parking revenues might help pay for such a system in the future.

**Residential Projects.** To promote Downtown’s revitalization, the Downtown’s Core Area already has some of the lowest required parking requirements in the Bay Area outside of San Francisco: one space for every three dwelling units if a Use Permit is obtained. Actual demand corresponds closely with this requirement, testifying to the reduced driving rates Downtown residents presently enjoy (Wilbur Smith Associates).

Current zoning provisions require on-site parking for each project. The Zoning Code also includes provisions for shared parking and a parking in-lieu fee. However, the existing in-lieu fee requires establishment of public parking fund for the purpose of developing public parking, which the City has never created. Because of the dimensions necessary for parking and the costs involved, an in-lieu arrangement would help make adaptive re-use of existing buildings and new development on smaller sites more feasible. Such an arrangement would require coordination to orchestrate the collection of fees, the location of parking garages, and funding for their construction.

**Consolidated Parking and Transportation Demand Management Program (PTDM).** A “consolidated” parking strategy would help the City address all of the parking issues previously noted, and it will seek to minimize demand for the automobile by encouraging alternative transit and other alternative modes. The strategy could determine the needs of the various user groups, consider various parking pricing and management policies, and then arrive at recommendations that meet parking needs while also discouraging car use and commuter parking. A Consolidated Parking/TDM Program could better utilize the parking that is available. It can also help assure that the amount of new parking does not exceed what is needed after car-reducing TDM strategies are aggressively applied. The program of fees in lieu of on-site parking, and an associated program for constructing
new parking, would also be part Consolidated Parking/TDM Program. An MTC-ABAG grant for
pursuing a Consolidated Parking/TDM Program was received in 2008.

UC Berkeley Parking. The University has its own parking management program that addresses its
needs and is structured, in part, to meet TDM goals. To meet needs identified in its LRDP and
acknowledged by the UC-COB Settlement Agreement, the University may add over one thousand
additional parking spaces in Downtown to address its growth needs. University parking built in
Downtown would be shared with non-UC users. As became the case in 2007, University parking is
generally available to the public during off-peak hours and weekends, although use by the public has
been relatively low and might be increased by better information dissemination. UC Berkeley parking
might be shared in other ways as well, a topic that can be pursued mutually as part of the
Consolidated Parking/TDM Program described above.

Car Sharing. Car-sharing strategies (i.e., programs for affordable short-term car rentals) already
exist and can play a critical role in reducing the demand for auto-ownership in Downtown. Car-
sharing also makes it possible for commuters, who bike or use transit, to have access to a car during
the day. While Downtown has several car-share vehicles, additional locations would encourage
participation.

Residential Neighborhoods. The demand for parking Downtown will spill over into abutting
neighborhoods unless the present “Residential Permit Program” (RPP) is continued and enforced. In
some other cities like Cambridge, Massachusetts, variants on Berkeley’s program protect residents
while also raising new revenues for neighborhood improvements.

EMERGENCY ACCESS

Emergency access and egress is a critical need and must be provided. Except for portions of Milvia
and Fulton Streets, all Downtown streets are designated by the General Plan as “Emergency Access
& Evacuation Routes.” As a consequence, “full traffic diverters” and “speed humps” are not currently
permitted unless it is determined by the Fire and Police Departments that the installation will not
significantly reduce emergency access or evacuation speeds. The General Plan also calls for the
Fire and Police Departments to review proposed traffic calming measures. This review process is
intended to ensure that proposed traffic calming devices on streets identified on the General Plan’s
Emergency Access and Evacuation Network map will not significantly increase emergency response
times or hinder evacuation of adjacent neighborhoods. Such review is an essential component during
the design of future street improvements.

GOALS, POLICIES & ACTIONS

Note: While policies under this goal focus on multimodal approaches to strengthening Downtown as a
destination (i.e., a place for people to enjoy), policies related to walking, transit, and bicycling are
found in Goals AC-2, AC-4 and AC-5, respectively.

GOAL AC-1: IMPROVE OPTIONS THAT INCREASE ACCESS TO DOWNTOWN ON FOOT, BY
BICYCLE, AND VIA TRANSIT. MAKE LIVING, WORKING AND VISITING DOWNTOWN AS CAR-
FREE AS POSSIBLE.
Policy AC-1.1: Street Modifications. Modify Downtown's streets and street network to better serve the needs of pedestrians, bicyclists, and transit. While recognizing that automobiles will be an important transportation mode for the foreseeable future, reduce and avoid negative impacts from the private automobile upon pedestrians, transit, and bicycles (see Goals AC-2, AC-4 and AC-5, respectively).

a) Encourage potential motorists to access Downtown using other modes (as described in multiple policies below).

b) Modify streets to slow automobile traffic to speeds appropriate to the function and character of each street, and emphasize the needs and comfort of pedestrians, transit and bicyclists.

- Modifications should encourage traffic to flow at speeds under 25 miles per hour.

- Monitor traffic volumes and speeds on residential streets in and near Downtown using established standards, and continue to improve traffic calming and enforcement until General Plan targets are attained.

c) Identify and implement street modifications to improve pedestrian safety and comfort, such as: sidewalk bulb-outs, traffic circles, textured concrete, suitable travel lane widths, etc.

d) Evaluate proposed street network changes from the perspective of the needs, safety and comfort of bicyclists and pedestrians, including changes to lanes and turning movements. Where accommodations for private automobiles and accommodations for pedestrians are in conflict, decisions should reflect the priority of the pedestrian. Accept that improvements may result in slowing down vehicular traffic.

e) Give specific consideration to street and open space improvements identified as “Street and Open Space" Opportunities” (see Policy OS-1.2 and Figure OS-1).

- **Center Street Plaza.** Create a pedestrian-oriented urban space and prioritize pedestrian access on Center Street between Shattuck Avenue and Oxford, the primary pedestrian connection between BART and the UC campus. Close Center Street Plaza to traffic (to create a pedestrian mall), except for deliveries and emergency services, subject to American Disabilities Act and State requirements. Passenger drop-offs should occur at the ends of the block. Creation of the Plaza is of critical importance. Consider phasing and design options that minimize negative impacts on Center Street merchants, and consider design options that address impacts. Phase construction of the new Center Street Plaza and utility improvements, so that segments become operational at the same time as the development on the north side of Center Street occurs. Consider providing bicycle access through the pedestrian plaza to accommodate safe and direct access to the UC Berkeley campus. Paths between uses on the north and south sides of the Plaza should be reasonably direct.

- **Center Street Greenway and Civic Center Park.** Consider pedestrian enhancements to Center Street between Civic Center Park and Shattuck Avenue, which could result in narrowing of travel lanes -- and potential elimination of bike lanes and on-street parking. Removal of bicycle lanes and narrowing of travel lanes should be implemented only if an appropriate speed differential between bicyclists and motor vehicles can be attained.
- **Oxford-Fulton.** Consider reducing travel lanes and/or on-street parking on Oxford and Fulton, to allow for sidewalk widening, additional landscaping, and a better link between the UC Campus and Downtown, and extending Center Street Plaza.

- **University Avenue Gateway.** Consider removing two travel lanes on University Avenue between Shattuck Square and Oxford, so that the dimension that has been used for these lanes can be devoted to sidewalk widening and landscaping.

- **Shattuck Avenue as a Boulevard** (from Durant to Center Street). Consider creating a pedestrian-oriented and attractive “boulevard” or “grand avenue” on Shattuck Avenue by redesigning and rebuilding the Shattuck right-of-way to facilitate pedestrian crossing, accommodate transit, and increase landscaping. To increase pedestrian-supportive features and landscaping, consider narrowing and/or reducing travel lanes, and converting diagonal parking to parallel parking (see Policy AC-4.9).

- **Shattuck Square** (from Center to University). Consider limiting one side of Shattuck Square to two-way through traffic, and designating other side of Shattuck Square as a slow street or pedestrian plaza that provides a high level of pedestrian amenity.

- **Shattuck Avenue "Park Blocks"** (Dwight to Durant). Consider converting excessive travel ways and parking areas into a linear park, by eliminating diagonal parking and minimizing the width of travel lanes.

- **Ohlone Greenway Extension.** Consider modifying Hearst Street between Milvia and Oxford Street in order to extend the Ohlone Greenway from its current eastern terminus to the UC Campus. Potential modifications include reducing the number of traffic lanes on Hearst to accommodate continuous bicycle lanes and enhance landscaping, closing the northern end of Henry Street, considering a pathway in the design of development on the DHS site, and other options that would allow the Greenway’s grade-separated character to continue to campus.

- **Harold Way (from Allston to Kittredge).** Within the Harold Way right-of-way, consider widening sidewalks and introducing pedestrian amenities. Consider closing Harold to traffic, if vehicle circulation needs allow. Consider moving parking spaces on Kittredge that are immediately adjacent to the Library Gardens’ sculptural gate, to allow an unobstructed view of the gate from Harold Way.

f) Once the design of specific improvements is conceptually approved, private and public developers adjacent to designed improvements should implement them as part of the development project, whenever feasible and as described in Policies (see Policies LU-8.1, OS-3.1 and OS-3.3).

g) Encourage potential private motorists to access Downtown using other modes, as described in multiple policies below.

h) Engage merchants, property owners, transit agencies, the University and other stakeholders during the design and implementation process, to emphasize Downtown as a shared destination. Specifically work with AC Transit and other transit agencies to evaluate the impact of proposed street and street network changes on transit vehicle operations, and to identify suitable bus stop and layover locations (such as to replace those displaced by a new Center Street Plaza). Bus
Policy AC-1.2: Single-Occupant Vehicles. Discourage the use of single-occupant vehicles (SOVs) by commuters to Downtown and encourage commuting with transit, ridesharing, bicycles, and on foot.

a) Encourage ridesharing throughout Downtown by requiring larger development projects to provide ridesharing parking and support on-going ridesharing operations. Assess whether Downtown has subareas where ridesharing locations are not convenient, and serve these areas by identifying on-street ridesharing locations and working with ridesharing providers.

b) Support ridesharing to and from Downtown by employers and institutions. In public parking garages, continue to discount parking prices for organized ridesharing, and provide preferential parking locations. Encourage private parking garages to make similar accommodations.

c) Strengthen parking policies that discourage all-day SOV parking (see Policy AC-3.1).

d) Consistent with the Urban Environmental Accords endorsed by the City of Berkeley, set a goal of reducing the percentage of commute trips by single occupancy vehicles (SOVs) to Downtown by 10% by 2012 through the implementation of transportation demand management and other measures. Seek to reduce SOVs to no more than 40% of all commute trips by 2020. Monitor peak period trips to the extent feasible, and adjust measures to meet these targets.

Policy AC-1.3: Alternative Modes & Transportation Demand Management (TDM). New development should support alternative travel modes, consolidated publicly-accessible parking facilities, and Transportation Demand Management (TDM) programs. A significant portion of transportation-related revenues generated in the Downtown Area should be devoted to programs and improvements to reduce use of private vehicles in the Downtown Area, while simultaneously supporting local merchants and cultural/entertainment uses. Encourage all Downtown businesses (new and existing) to reward customers and employees who arrive by transit, by bicycle, or on foot, or who use off-street parking.

a) Promote and, when feasible, require the use of Transportation Demand Management (TDM) by private and public sector entities to discourage single occupant vehicles from commuting to and through Downtown.

b) New development should be encouraged to pay fees in lieu of on-site parking to support alternative modes and pay for street enhancements, public open space, and publicly-available parking facilities (see Policies AC-1.4 & AC-3.2),

c) A Transportation Services Fee should be established to support alternative modes and Transportation Demand Management programs. Also consider raising TDM revenues through the creation of a Downtown Transportation Benefits District (see Policy AC-1.4).

d) Standards for new development should require and/or provide incentives for free transit passes for residents and (see Policy LU-8.2).
e) Establish coordinated UC/City TDM programs, such as: organized ride share programs, and sharing fleet vehicles.

f) All projects will implement a TDM plan for how residents and workers will employ transportation strategies to limit auto use, with buildings in excess of 85 feet providing significant community benefits beyond what would otherwise be required. The City will develop and provide a “toolbox” for the development of project-specific TDM plans, which will require bus transit passes and participation in pre-tax commute benefits for new residents and new office workers. The TDM “toolbox” will also include, secure and convenient bicycle facilities (parking, lockers and/or showers), bicycle sharing kiosks, plug-in facilities for electric vehicles (preferably powered by alternative energy), car-sharing through publicity, car share pods and/or car share subsidies.

g) Work with the Downtown Business Association to develop merchant-based incentives for using transit, bicycling or walking to Downtown.

h) Encourage merchant programs (such as validation programs) to promote the use of parking structures, public transit, bicycling, and walking.

i) Encourage Downtown businesses to provide subsidies for bicycling, walking and public transit for their employees.

j) Devote a significant portion of the additional revenue from Downtown Area parking to Transportation Demand Management programs, visible Downtown Area street and open space improvements/maintenance, and parking facilities planned as part of a Consolidated Parking/TDM Program when and to the extent compatible with other budget needs and priorities. The increased parking revenue increment might be used for: street improvements, public open spaces, public conveniences (such as bathrooms), street and open space maintenance, transit services, transit subsidies (e.g., EcoPass), transit facilities, and/or traffic calming improvements in residential neighborhoods that abut the Downtown Area.

k) A Transportation Service Fee should be established to support alternative modes and Transportation Demand Management programs. Also consider raising TDM revenues through the creation of a Downtown Transportation Benefits District (see Policy AC-1.4).

l) Develop a Finance Plan to evaluate potential transportation-related revenues and compare their financial capacity with the costs of potential Downtown improvements, maintenance and services. The Finance Plan should set near-term priorities for improvements -- based on public input and other considerations (see Policy LU-8.1).

m) Standards for new development should require and/or provide incentives for free transit passes for residents and (see Policy LU-8.2).
GOAL AC-2: GIVE PEDESTRIANS PRIORITY IN DOWNTOWN, AND MAKE WALKING
DOWNTOWN SAFE, ATTRACTIVE, EASY AND CONVENIENT FOR PEOPLE OF ALL AGES AND
ABILITIES.

Policy AC-2.1: Pedestrian Safety and Convenience. Improve the safety, attractiveness and
convenience of pedestrian routes within Downtown -- and to and from surrounding areas.

a) Provide adequate sidewalk width, pedestrian crossing time, "count-down" signals, and universal
access signal features at all signalized crosswalks.

b) Evaluate the need for new mid-block pedestrian crosswalks where there are high volumes of
pedestrians and a long distance between intersections.

c) Regularly evaluate indicators of pedestrian safety, and adjust implementation priorities to improve
pedestrian safety.

d) Design and implement pedestrian enhancements through the development of a Streets & Open
Space Improvements Plan (see Policies OS-1.1 & OS-1.2).

e) To reduce pedestrian-vehicle conflicts, minimize driveway curb cuts to the extent feasible, and
where they must occur: avoid making driveways too wide and uneven surfaces where driveways
cross sidewalks.

f) Maintain sidewalks, crosswalks, plazas, and other pedestrian environments to be safe, clean and
in good repair (see Policy OS-1.3).

Policy AC-2.2: Pedestrian Amenities. Encourage a wide range of conveniences and destinations
within the Downtown Area to meet the needs and interests of those who live and work in and near
Downtown (see Land Use chapter).

Policy AC-2.3: Universal Access. Provide safe access to all Downtown streets and pathways for
people of all abilities.

a) Use regulation and incentives to require and/or encourage universal accessibility upgrades for
private businesses when significant modifications to structures are made.

b) Consider grants, low-cost loans, technical assistance and/or other incentives for businesses to
correct unacceptable conditions, where significant modifications to existing buildings are not
expected.

GOAL AC-3: PROVIDE PARKING TO MEET THE NEEDS OF DOWNTOWN, WHILE
DISCOURAGING COMMUTER PARKING AND ENCOURAGING MOTORISTS TO PARK THEIR
CARS AND EXPERIENCE DOWNTOWN AS A PEDESTRIAN.

Policy AC-3.1: Effective Parking. Manage parking more effectively to promote Downtown economic
vitality and minimize the amount of all-day parking.
a) Effective parking management should be done as part of a Consolidated Parking/Transportation Demand Management (TDM) Program (see also Policies below.)

b) Employ parking information technologies, such as dynamic and static signage, to direct motorists to where off-street parking is available and to Downtown destinations. If feasible, provide real-time information on parking space availability and location.

c) Work with UC and private owners of parking to make it available for public use. Where the public can use UC or private parking, use signage and other features to make its public use transparent and public patrons welcome.

d) Employ parking pricing and demand management to encourage alternative means of access and discourage all-day SOV parking, while simultaneously accommodating short-term users (e.g., up to 4 hours) and evening users (such as cultural and entertainment patrons).

e) Increase pricing at on-street meters throughout Downtown until an acceptable vacancy rate is attained. Through analysis, consider establishing a 15% vacancy rate or more appropriate target for on-street parking within Downtown subareas.

f) Authorize the Transportation Division to adjust parking rates whenever necessary to reach and maintain the established vacancy-rate target.

g) Employ pay-and-display meters and/or other technology to increase the City's ability to manage the demand for on-street parking spaces.

h) For evenings and weekends, price public parking and encourage private parking vendors to make off-street parking more affordable and convenient relative to on-street parking.

i) Discourage all-day SOV parking and, when it does occur, encourage it off-street by making parking prices lower in parking garages than on streets. Also:

j) Encourage employers who provide free parking as an employee benefit to promote a cash allowance instead. (State law already requires certain employers who subside employee parking to offer a cash allowance in lieu of a parking space.)

k) Off-street parking spaces for new housing units shall be leased or sold separately from the rental and purchase fees so that potential renters or buyers have the option of renting or buying a residential unit at a price lower than would be the case if there were a single price for both the residential unit and the parking place.

l) Phase out monthly parking permits in City-owned Downtown parking facilities.

m) Encourage the City Manager to phase out parking assigned to City staff for their privately-owned vehicles

n) Encourage the City Manager to park City-owned vehicles outside of the Downtown Area, on City property, and/or on the upper floors of off-street facilities.
o) Discourage all-day SOV parking through pricing, consistent with measure c) (above).

p) Encourage privately owned garages to reduce or eliminate monthly parking, and to set rates that favor short-term over all day parking.

q) Continue and expand flat prepaid rates (i.e., paid upon entrance) to prevent long queues upon exiting public and private parking garages after evening performances.

r) Parking standards should support the continued growth of Downtown’s cultural uses.

Policy AC-3.2: New Parking. Provide for sufficient parking for expected growth by considering future parking in a comprehensive way. Consolidate parking to the extent possible and discourage on-site parking to optimize retail and other uses, minimize curb cuts for driveways (which creates a better pedestrian environment), and encourage walking between Downtown establishments, thereby enlivening the sidewalks and promoting drop-in shopping.

a) Parking facilities should be planned as part of a Consolidated Parking/Transportation Demand Management (TDM) Program (see also Policies AC-1.3). The Consolidated Parking/Transportation Demand Management (TDM) Program should guide decisions about future parking needs, replacement of removed on-street parking, and funding for parking, alternatives modes and Transportation Demand Management. Potential sites for future parking garages should be identified and evaluated against preferred characteristics, such as proximity to destinations, ease of access (such as locations peripheral to Downtown’s Core Area), and ability to transfer to transit and/or shuttles (see Policy AC-3.3).

b) Allow fees to be paid in lieu of on-site parking, and apply these revenues toward off-site consolidated parking, TDM programs, and pedestrian, bicycle and transit infrastructure improvements, and evaluate other ways of funding such improvements and programs.

Encourage developers to pay fees in lieu of on-site parking, especially commercial projects that will bring large numbers of new commuters Downtown.

c) Consider revisions to parking standards and programs to better accomplish policies of the DAP, and specifically: as part of the analysis for a Consolidated Parking/TDM Program, and to reduce impediments to the preservation and the adaptive reuse of historic buildings.

d) Prohibit new driveways on Shattuck and University Avenues in Downtown except when it can be demonstrated that no other site-access options exist or that other alternatives would have greater negative impacts than the proposed driveway.

e) Monitor the amount of on-site parking that new development includes and, if excessive, develop standards for maximum allowable on-site parking. Require parking for carshare vehicles in new projects that opt to provide on-site parking.

f) Expand electric car and hybrid plug-in location through standards and guidelines, and encourage their connection to local renewable energy sources.

g) Parking facilities should support the continued growth of Downtown’s cultural uses.
Policy AC-3.3: University Cooperation. Encourage the University to review existing parking programs, and work with the University in developing comprehensive parking strategies (see Policy AC-3.6), especially the development of a Consolidated Parking/Transportation Demand Management (TDM) Program for planning parking facilities and more effective parking management (see Policies AC-1.3, AC-3.1 & AC-3.2).

a) Work with the University to coordinate optimum parking rates and locations, and possible development of shared facilities at: the DHS site, the Berkeley Art Museum and Pacific Film Archive site, the Tang site, University property west of University Hall, and the site at the corner of Oxford and University.

b) Encourage underground parking in all locations considered by UC, to maximize use of above-ground space for other uses.

c) Encourage the University to locate replacement parking for parking lost on campus to a Downtown site where parking can be shared and is often more accessible, but not in excess of what is called for under UC Berkeley's Long Range Development Plan.

Policy AC-3.4: Pedestrian Impacts. Locate and design new parking to minimize negative impacts upon the pedestrian quality of Downtown (see Policies HD-4.1 & ED-1.2).

a) Consolidate parking available to minimize visual and other negative impacts from parking. Enlarge the capacity of existing parking garages as feasible, through management practices and/or physical improvements.

b) Place Parking below grade when feasible. When below-grade parking is deemed infeasible, above-grade parking structures should face streets and public open spaces in ways that support pedestrian safety and activity. Surface parking should be prohibited along streets.

c) Locate, design, and size entrances and exits to parking to minimize impact on the pedestrian realm, such as through traffic management, exit mirrors, warning lights.

d) Discourage use of more than 25% of a building's street-level area for parking.

Policy AC-3.5: Equitable Access. Develop mechanisms to support low-income Berkeleyans for whom Downtown transportation measures (such as to raise the price of parking) would make access to Downtown difficult.

a) Consider provision of transit passes, bicycles, and subsidized carsharing to low-income residents as an affordable alternative to driving to Downtown.

b) To better accommodate low income Berkeley households and individuals who are accessing social and health services, consider transit or parking vouchers for off-street public parking facilities.
Policy AC-3.6: Residential Parking. In neighborhoods near Downtown where parking demand by non-residents is high, offer residents options for managing the supply of on-street parking and mitigating the impacts of parking by non-residents.

a) Establish effective measures for managing parking demand by non-residents, such as:
installation of metered parking, the use of residential parking permits or placing residential permit parking on one side of the street with parking meters on the other side.

b) Consider earmarking a portion of new revenues from parking meters and/or parking permits for improvements in these neighborhoods.

GOAL AC-4: PROMOTE TRANSIT AS AN EFFICIENT, ATTRACTIVE CHOICE AND AS A PRIMARY MODE OF MOTOR-VEHICLE TRAVEL.

Policy AC-4.1: Commute Priority. Promote transit as the primary mode for commuting to and from Downtown.

a) Work collaboratively with Downtown employers, institutions, and organizations (including major employers such as the City of Berkeley, UC Berkeley, Berkeley Unified School District, Berkeley City College, Berkeley Unified School District, Lawrence Berkeley National Laboratory, and Alta Bates Medical Center) to adopt aggressive Transportation Demand Management programs and facilities to reduce automobile use by staff, faculty and students, such as through education transit subsidy programs (such as the EcoPass program for City staff), and other incentives for walking, bicycling, carpooling and transit use.

b) Develop an EcoPass program for Downtown employees, in collaboration with transit agencies and Downtown employers. This program could also promote pre-tax commute benefits and parking cash-out participation. Encourage Berkeley Unified School District and Peralta Community College to participate in such a program or to establish their own programs to create incentives to reduce automobile use by faculty and staff. Encourage Downtown employers to provide other subsidies for bicycling, walking and public transit use. Work with businesses to expand guaranteed-ride-home programs for employees who use transit.

Policy AC-4.2: Promote Transit. Encourage retail, restaurant, theater, cinema, and art patrons to use transit.

a) Work with commercial and cultural venues to promote transit use among patrons.

b) Examine examples of transit validation programs for these uses, and consider implementation of similar programs Downtown.

c) Encourage AC Transit, BART, and other transit providers to increase evening service to Downtown.

d) Work with these providers to review nighttime conditions near transit stops that might affect safety, such as lighting and poor visual access.
Policy AC-4.3: Events. Promote transit to reduce acute short-term traffic congestion that occurs around Cal football games, Berkeley High School morning drop-off, and arts and theater events in the Downtown Arts District.

a) Work with AC Transit and other transit operators to consider how transit operations, measures, and programs might be refined to reduce acute short-term traffic congestion.

b) Pursue joint marketing campaigns with transit agencies and event sponsors promoting alternative ways to get to city events in Downtown.

Policy AC-4.4: Attractive Transit. Improve transit options and make transit an efficient, attractive choice, and give it priority over personal vehicles. (See also Policies AC-4.5 & AC-4.6.)

a) Encourage AC Transit, BART, and other transit providers to improve transit reliability and shorten travel times and headways (i.e., the time between buses and trains).

b) Support regional efforts to develop light rail or bus rapid transit service connecting East Bay cities (General Plan Policy T-5).

c) Encourage transit reliability by giving consideration to transit-supportive street and facility improvements in the Downtown Area, by considering in collaboration with AC Transit and other transit providers:

- improvements to bus shelters;
- signal phasing and other traffic operations improvements;
- the location and design of bus stops/stations, including the use of raised platforms;
- the location and design of fare vending machines;
- the location and design of turn-around and layover areas;
- possible integration of bus facilities within City, University and/or private projects;
- how Rapid Bus and other enhanced bus service can be extended west on University Avenue and/or north on Shattuck Avenue, and avoiding improvements that might preclude such options; and
- where dedicated bus-only lanes might significantly improve reliability.

d) Minimize potential negative impacts from transit facility improvements, and maximize potential positive impacts to pedestrians, retail establishments, street trees, landscaping, neighboring residential areas, and others. Specifically,

- engage community stakeholders, especially those representing Downtown interests;
- give careful consideration to trade-offs between facilitating bus turning movements and other operations versus reductions in on-street parking supply, landscaping, and sidewalks;
- do not interrupt pedestrian movement or block clear views of public sidewalks, plazas or storefronts;
- promote public safety; and
- replace trees and landscaping that are removed with a greater number of trees and improved
  and expanded landscaping and, with the City, jointly determine the type of trees and
  landscaping to be planted.

e) Encourage AC Transit and BART efforts to maintain transit affordability, and consider ways that
  lower fares can be offered.

f) Support AC Transit and BART service their efforts to receive increased federal and state funding.

g) Encourage BART to improve the frequency of weekend service to and from Downtown.

h) Encourage AC Transit to implement a pre-pay fare system to improve efficiency.

i) Work with transit providers to improve access to Downtown from eastern Alameda and Contra
  Costa Counties, and other locations where large numbers of Downtown-bound vehicle trips
  originate. Encourage AC Transit to consider park-and-ride facilities in locations that will
  encourage people who start their trip by car to transfer to transit before reaching Downtown.

j) Consider the possibility of a transit fare-free zone in Downtown or a larger area, potentially
  funded through a local tax measure.

k) Improve signage to orient visitors to public transit (see Policies ED-1.10 & ED-1.11), and create
  information centers and kiosks, near BART and other gateway locations, to provide transit and
  visitor information.

l) Consider ways to make transit trip planning and ticket purchases easier, and promote alternative
  transportation programs, such as Eco Pass.

m) Consult with AC Transit about Downtown circulation proposals to avoid changes that could slow
  down or otherwise degrade transit service.

Policy AC-4.5: Local Connections. Improve transit connections among Downtown, University
destinations and Berkeley neighborhoods, especially areas with significant numbers of potential but
poorly served riders, neighborhood commercial areas, facilities for transit-dependent residents, and
where high numbers of single-occupancy vehicle (SOV) trips are concentrated.

a) Encourage AC Transit to improve service to these areas.

b) Work with UC and other shuttle providers to evaluate the potential for creating shuttle service to
  better serve these areas.

c) Work with major employers and community service providers (such as UC, LBNL, COB, BUSD,
  the YMCA, the Library) to identify facilities for transit-dependent residents, and areas where
  sources of single-occupancy vehicle trips are concentrated.

d) Encourage AC Transit to establish a low-fare or fare free zone within the Downtown Area and
  connecting to upper Telegraph Avenue.
Policy AC-4.6: Shuttle Service. Consider ways to provide frequent and low-cost local shuttle services that connect multiple destinations within Downtown, as well as connections with the University and Berkeley neighborhoods.

a) Work with AC Transit, UC Berkeley, LBNL, Alta Bates, and lifeline service to improve shuttle service and consider ways that it can:
   - attract users now driving regularly to the UC campus and/or Downtown thereby reducing parking demand;
   - connect multiple points Downtown with each other and with other local destinations, including Telegraph retail, north Shattuck retail, and University destinations;
   - build upon existing shuttle systems so that an expanded shuttle service can be attained sooner;
   - undertake an effective public information campaign to advertise new service as it is made available; and
   - schedule shuttles on regular routes and/or make them demand-responsive, depending on the needs of users.

b) Develop a shuttle funding and operations strategy in association with the University. Funding sources might include:
   - replacement/reassignment of some existing services;
   - mitigation funds from new development;
   - assessments in lieu of new parking;
   - a surcharge on fees for off-street parking; a charge for multiple car ownership;
   - capital grants for carbon neutral vehicles;
   - employment/jobs or work/study program funding for drivers' salaries;
   - passes/fores prepaid by institutions/employers; and/or
   - a parking benefits district.

c) To the extent feasible, use low-carbon fuels and promote shuttles as a way for people to reduce their carbon footprint and meet the City's Measure G goals (see Policy LU-3.1).

Policy AC-4.7: Bus Stops. Maintain safe, attractive and weather-protected bus stops.

a) Encourage frequent maintenance, graffiti abatement, and the elimination of unsafe conditions by working with bus service providers to maintain high standards and alerting responsible agencies when bus stop improvements are unsafe or unsightly.

Policy AC-4.8: Paratransit. Accommodate taxi service and on-demand transport service providers in Downtown.

a) Incorporate a location for taxis when making improvements near BART.
Policy AC-4.9: Transit Center. Improve access to BART and enhance the Downtown BART Station as a transportation hub for other transit providers.

a) Enhance access to BART on foot and by bike (see Policies AC-1.1 & AC-5.2).

b) Study and, if feasible, support creating a new entrance to BART on the east side of Shattuck at Center to provide immediate and uninterrupted pedestrian access to the planned Center Street Plaza.

c) Improve the BART Plaza's (aka Constitution Square's) function as a transit hub by implementing improvements that make it more pedestrian-friendly (see Policy OS-1.2).

d) Continue to seek ways to better integrate the transit modes serving Downtown with the BART Station, including taxis, shuttles and buses.

Policy AC-4.10: Transit and Bikes. Encourage bicycle access to Downtown for local and regional transit trips.

a) Near the Downtown Berkeley BART and other major transit stops (including any future transit stops), increase high-capacity bicycle parking (see Policy AC-5.2). Support the expansion of the Downtown Berkeley bicycle station and additional high-quality bike storage at other major transit stops. Promote bicycle parking and service in a storefront adjacent to BART.

b) Encourage transit providers to expand bicycle access to transit vehicles, including increased storage on trains and buses.

Policy AC-4.11: Transit-Supportive Uses. Concentrate housing, jobs, and cultural destinations in Downtown to be near transit, shops and amenities, while simultaneously enhancing its character and livability (see Goal LU-3).

GOAL AC-5: MAINTAIN AND ENHANCE SAFE, ATTRACTIVE AND CONVENIENT BICYCLE CIRCULATION WITHIN DOWNTOWN, AND TO AND FROM SURROUNDING AREAS, FOR PEOPLE OF ALL AGES AND ABILITIES. PROMOTE BICYCLING DOWNTOWN

Policy AC-5.1: Bikeways and Bike Lanes. Give bicycles priority over personal vehicles on many streets Downtown, by providing bikeways on low-speed low-traffic streets, and bike lanes where appropriate.

a) Consider extending the bicycle route designation (i.e., a "Class 3" bicycle facility) on Allston Way from Milvia to Fulton Street, as an alternative to the existing bike lanes on Center Street, so as to make Allston Way the primary east-west bikeway through Downtown's Core Area to recognize that: bike lanes cannot be accommodated easily within a pedestrian-focused Center Street Plaza, and the existing crosstown bike route on Allston extends west from Milvia, with the result that many bicyclists use Allston between Milvia and Fulton, in spite of the current availability of...
b) Consider locations in Downtown where bike-activated traffic lights would improve safety and convenience along streets with higher levels of bicycle use.

c) Create continuous Class 2 bicycle lanes and/or separated Class 1 bicycle paths along Hearst Avenue from the Ohlone Greenway to the UC Berkeley campus (see Policies AC-1.1 & OS 1.2).

d) Seek to improve the Milvia Bicycle Boulevard by evaluating the feasibility of extending bike lanes where they are missing (i.e., between University Avenue and Allston Way), and establishing bike lanes if feasible.

e) Enhance the Milvia Bicycle Boulevard by providing special treatments to calm traffic and improve safety. Specifically, consider new traffic calming measures to divert and/or discourage vehicle traffic on Milvia — particularly through traffic.

f) Consider how to connect the bicycle route on Fulton Street (south of Dwight) to the bike lanes on Fulton-Oxford (north of Bancroft). Examine how to provide a more convenient route for northbound bicyclists.

Policy AC-5.2: Bicycle Parking. Increase the supply of convenient, secure and attractive short-term and long-term bicycle parking throughout the mixed-use portions of the Downtown Area.

a) Increase the availability of secured bicycle parking throughout Downtown, particularly in areas of high use, including bicycle parking options that are sheltered and/or attended.

b) Increase the availability of bicycle racks throughout Downtown, especially where parking meter poles are removed.

c) Provide bicycle parking facilities near transit centers and major destinations (see Policy AC-4.10).

d) Promote the creation of an at-grade attended or automated bicycle-parking service. Work with BART to consider replacing the existing bicycle station with a joint City/BART aboveground facility, perhaps in a storefront on Shattuck Avenue.

e) Require the provision of secure bicycle parking facilities by new development projects (and major renovations), both public and private.

Policy AC-5.3: Bike Sharing. Encourage the creation of "bike sharing" (i.e., convenient bike rental) programs Downtown, and their use by employees, residents, and visitors, especially near BART.

a) Identify criteria for the design, program, and location of bike sharing facilities, by examining existing programs in North America and Europe. Solicit proposals from bike share providers for facilities consistent with these criteria. Give special consideration to locations near BART.
Policy AC-5.4: Business/Institutional Support. Make it easier for Downtown employees to use bicycles, especially employees of the City, University, and BUSD.

a) Require new office and retail construction and renovations (over a specified size) to provide showers and lockers for employees, so that bicyclists can change into work clothes at their destinations.

b) Study the feasibility of subsidizing the cost of bicycles for Downtown employees. Work with Downtown employers and bicycle merchants to explore the potential for discounts for the purchase of bicycles.

c) If bike sharing is established, consider reducing the cost of bike sharing for Downtown employees and others (see Policy AC-5.3).

d) Enhance the City's own bicycle program for City employees.
5. HISTORIC PRESERVATION AND URBAN DESIGN

STRATEGIC STATEMENT

Berkeley has one of the few examples of a basically intact pre-World War II downtown of its size in California. Our Downtown has an exemplary and vital heritage of historic buildings in a wide variety of architectural styles and scales. Pieces of Downtown remain much as they were in the 1930s. The scale, massing, and visual character of many historic buildings remain intact. Downtown buildings also relate to streets in traditional urban ways, with commercial ground floors fronting directly onto the public sidewalk, rather than being set back to accommodate automobile parking as occurred in many communities. Downtown Berkeley was also fortunate to escape much of the redevelopment that affected many California cities during the 1960s and 1970s, although some significant demolition and characterless construction occurred. (For additional background on historic resources in Downtown, see this chapter’s section titled ‘Historic Resources in the Downtown Area.’)

While Downtown’s historic assets are significant, Downtown is an incomplete cityscape (see Figure HD-1: Historic Resources, Noteworthy Buildings, and Potential Development Opportunity Sites). Downtown has many underused and nondescript properties, and it needs many public improvements. New development can bring many benefits, including new residents, affordable housing, environmental sustainability, and a renewed sense of vitality. The character of new development must be carefully considered through the lens of urban design.

HISTORIC PRESERVATION AND NEW DEVELOPMENT

This chapter seeks to harmonize and balance the twin goals of preserving and enhancing historic resources, and encouraging new and complementary development. It is fundamental to this Plan that, with appropriate design guidelines and regulations, both goals can be achieved and complement each other. Modern architects are challenged by and their buildings are enhanced in responding to historic contexts. And through continued care and investment, historic buildings will continue to contribute continuity and character to Downtown’s changing yet principled cityscape.

Preservation planning and the utilization of historic resources are critical in the following ways:

- Studies show that historic preservation is good for the economy and for property values.
- Berkeley can capitalize on Downtown’s potential for cultural tourism by celebrating its historic character through civic improvements, and on-going programs and activities.
- Older buildings tend to offer distinctive retail spaces with taller ceiling heights and deeper retail space.
- Older buildings provide much of Berkeley’s most affordable and most family-friendly housing.
- Conserving existing buildings can be part of a “green” strategy, as preservation and rehabilitation use fewer natural resources and less “embodied” energy than new construction, and keep demolition waste out of landfills.
- Preservation helps retain a community’s distinct character and creates a tie with the past that establishes community and builds roots. The tangible presence of historic buildings and places speaks of other times and enables us to chart paths to the present and future.
Urban design policies help assure appropriate new development and also have important benefits:

- New construction can fill the gaps within our historic Downtown, heal the scars posed by unsightly properties, and strengthen and help energize the cityscape.
- New construction, and the renovation and adaptive reuse of existing buildings, give needed scope for the exercise of design talents and creativity.
- New construction, and the renovation and adaptive reuse of existing buildings, encourage new ideas such as energy-saving designs or innovative construction techniques.
- New construction, and the renovation and adaptive reuse of existing buildings, can provide needed new housing.
- Urban design guides and stimulates new developments that are necessary for revitalization and evolution of Downtown’s economy and cultural uses.
- Urban design employs public improvements to complement private development and enhanced urban environment for our enjoyment.

**DOWNTOWN SUBAREAS AND CONTEXTUAL DESIGN**

The cityscape of the Downtown Area Plan is complex. It contains numerous and diverse subareas. Some of them have a strong visual identity, and these involve noticeable concentrations of historic buildings. Downtown’s most important historic subarea generally includes the buildings along Shattuck Avenue from about University Avenue to Durant. Despite some unfortunate remodelings, this “main street” has retained its basic visual character (see Figure HD-1, “Historic Resources, Noteworthy Buildings and Potential Development Opportunity Sites.”) Another particularly important historic subarea is the Civic Center Historic District. The Landmarks Preservation Commission may in future determine additional subareas to be historically significant, including residential areas.

Other parts of Downtown contain fewer historic buildings and lack a strong visual identity. Substantial demolition and rebuilding has occurred since 1950 along many side streets, where parking lots and other underutilized sites interrupt the urban fabric.

A balanced urban design strategy should include both preservation and infill development, and should include:

a) conserving the character of subareas that have a strong historic character, while recognizing that sensitive infill development and appropriate intensification of designated Landmarks can occur; and

b) channeling much of Downtown’s new development into sections now lacking a strong visual identity.

To help accomplish those aims, two distinct regulatory approaches to preservation and design are needed: one for subareas that have a strong historic character, and one for Downtown development outside those subareas.
For the strongly historic subareas, the Downtown Design Guidelines should be strengthened to better protect and reinforce the overall character of the subarea. The Landmarks Preservation Commission should evaluate subareas to determine whether any additional areas would qualify as a Historic District. Recent years’ additions to the Berkeley Main Library and the Francis K. Shattuck Building (at 2100 Shattuck) illustrate some ways that design can both respect and enhance the Central Shattuck subarea.

For subareas without historic character, the existing design review and landmarking processes should be used to protect individual historic buildings and the general Downtown cityscape, while allowing for a lively variety of good architecture. For all areas, the Downtown Design Guidelines should be amended and applied to address ways to attract demographic diversity, encourage economically viable retail space, provide on-site open space, mitigate impacts from parking garages, promote public safety and promote resource-efficiency and sustainable practices (see Goal HD-4).

The answer to “what should a new building look like?” will vary from place to place. In subareas where historic resources are concentrated, designers should pay special attention to the context, including the adjacent properties and the subarea as a whole. For instance, along Shattuck from University to Durant where many historic buildings are located, a contextual approach might include building up to the sidewalk, maintaining continuous storefronts, continuing dominant rhythms for structural bays or bay windows, and continuing dominant cornice lines. While contextual design can be perceived as limiting, solutions can be highly creative.

**URBAN DESIGN THROUGH ZONING STANDARDS AND PUBLIC IMPROVEMENTS**

The urban design objectives should inform zoning regulations. Building-height, step-back and setback controls are especially important so as to encourage building design that is sensitive to historic contexts, but also Downtown’s “main street” traditions in general. Consideration should also be given to new “character-based” zoning provisions that spell out desirable and measurable urban design outcomes. These provisions can help address some essential ways that buildings should face streets to make streets more active, safe and attractive.

Improvements to Downtown’s public realm of streets and open spaces are also vital. Public improvements should actively support solutions that are appropriate to the context in which they occur, while also maintaining design continuity for some ubiquitous features (see “Streetscapes and Open Space” Chapter).

As the owner of developable land in Downtown, the University should also support urban design objectives through its development, to the joint benefit of town and gown. UC development should be integrated closely and sensitively into the traditional urban fabric of Downtown. At the same time, it should include suitable landscape features that relate Downtown to the main campus and Ohlone Greenway.
GOALS, POLICIES & ACTIONS

GOAL HD-1: CONSERVE DOWNTOWN'S HISTORIC RESOURCES AND UNIQUE CHARACTER AND SENSE OF PLACE.

Policy HD-1.1: Historic Buildings & Sites. Preserve historic buildings and sites of Downtown, and provide where appropriate for their adaptive reuse and/or intensification. ¹

a) Retain Landmarks and Structures of Merit in Downtown. Designate, where appropriate, additional properties as Landmarks or Structures of Merit.

b) When evaluating potential modifications, adaptive reuse or intensification of designated or sufficiently documented historic resources, in addition to applying the Landmarks Preservation Ordinance, the proposed work must also be evaluated for conformance with the Secretary of the Interiors Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings. Where applicable, the Secretary of the Interiors Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes,¹ must also be applied. At a minimum, historic facades should be maintained and/or rehabilitated and the scale and character of additions must be compatible with the historic building.

c) For the most common practices and alterations, compile reference materials to describe appropriate maintenance and façade improvements, and where additional information can be obtained. These materials should be compiled with community participation. Make reference materials available to property owners, contractors and architects.

d) Allow flexibility in parking and other standards, such as exemption from on-site open space requirements, when such buildings are substantially and appropriately preserved or restored as part of a development project. Review and, if necessary, revise standards that may discourage historic rehabilitation and adaptive reuse. Identify potential sources of financing, tax relief (such as through the Mills Act), grants, and a full range of other incentives and resources for historic preservation, such as those relating to accessibility and seismic upgrading. Provide this information to owners of historic resources. (See Policies ES-4.8, LU-3.3, AC-3.6 and OS-3.1.)

e) Complete a historic resources survey for Downtown with information on significant building and site attributes, such as: building age, dates of alterations and/or additions, architect and/or builder, architectural integrity, building height. Also cite historic registrations and/or designations,

¹ Additional analysis will be needed to determine with certainty the merit of resources that were noted as "Contributing" (and in some cases noted as "Significant") in the 1990 Plan but that have not been designated as Landmarks or Structures of Merit, or documented as historic resources. Ongoing efforts and analysis may elevate some of these to be designated Landmarks or Structures of Merit. Other undesignated properties that were noted as "Contributing" or "Significant" in the 1990 Plan may be deemed to be not historic after evaluation required under CEQA and vetting through local procedures.
and classifications from prior surveys and previously adopted plans. Update this survey as
construction or demolition occurs. Use the historic resources survey as an additional tool for
evaluating resources that may qualify as a Landmark or Structure of Merit, especially those called
out as historic or potentially historic in previous plans and surveys.

Policy HD-1.2: Repairs and Alterations. When substantial repairs or alterations are proposed for
buildings over 40 years old, the City will encourage the restoration and repair of any lost or damaged
historic features when feasible and appropriate.

a) Evaluate and, if needed, strengthen recommendations relating to substantial alterations
contained within the Downtown Design Guidelines.

b) Encourage property owners, developers, and other stakeholders to use archives and other
resources to guide appropriate restorations and repairs. Support the maintenance of and
encourage public access to archives that offer information on older Downtown buildings.

Policy HD-1.3: Public Awareness. Enhance citizen awareness of Downtown’s architectural heritage
and of its unique historic circumstances.

a) Use public communications to promote Downtown’s history and architectural heritage. Refer
users of the City’s web pages to materials of interest at the City’s libraries.

b) Refine Downtown’s “Historic Context Statements” (prepared in 2007) for the use and enjoyment
of a general audience. Make it available at a nominal price. In this publication, use the historic
resources database and add maps to describe Downtown’s historic contexts.

c) Work with the Berkeley Architectural Heritage Association (BAHA) to update and expand its
“Downtown Walking Tour” brochure. Encourage distribution of this brochure by the Downtown
Berkeley Association, the Berkeley Convention and Visitors Bureau, UC Berkeley, and other
organizations.

d) Promote the use of plaques, signage, murals, and other ways to increase citizen awareness of
Downtown’s history.

e) Encourage artists who are invited to install art in Downtown to refer to Downtown’s historic
features and events.

Policy HD-1.4: Residential Character. Conserve the scale of residential-only neighborhoods within
the Downtown Area, and reduce development pressures that lead to the loss of older buildings that
contribute to the overall character of these neighborhoods (see Policies LU-6.1 & LU-6.2).

GOAL HD-2: ENHANCE AREAS OF SPECIAL CHARACTER IN DOWNTOWN, SUCH AS
CLUSTERS OF HISTORIC RESOURCES.

Policy HD-2.1: Special Subareas. Identify areas with special character that might be highlighted
with streetscape improvements and other public and private design features.
a) Recognize subareas having a unique and/or historic character in the Streets & Open Space Improvements Plan (see Policies OS-1.1 & OS-1.2), by recommending street and open space improvements that reinforce the character of these subareas -- while also encouraging overall design continuity for some features throughout Downtown.

Policy HD-2.2: Historic Subareas. Protect and reinforce the character of discrete subareas where historic resources are concentrated, while also recognizing that sensitive change may occur within such subareas. Make sure that within subareas where historic resources are concentrated, building alterations, new construction and public improvements are designed with particular concern for compatibility with their surroundings.

a) Evaluate and, if needed, strengthen the existing Downtown Design Guidelines to encourage designs that are contextual to subareas where historic resources are concentrated (see Policies HD-3.1 & HD-4.1). Use available survey findings to inform this process.

b) The Landmarks Preservation Commission may designate one or more historic subareas as Historic Districts (in addition to the present Civic Center Historic District and Berkeley High School Campus’ placement on the National Register of Historic Places), and in accordance with the twin goals of preserving historic structures and encouraging new, compatible and complementary development.

- If a Historic District is to be created in the Core, Outer Core, or Buffer Area, it should be accompanied by the creation of development guidelines acknowledging the importance of continued growth, increasing building densities, and design creativity.

- Use available historic survey findings to help support the preparation of documentation and the analysis for possible Historic District designation(s) by the Landmarks Preservation Commission.

- Consideration should be given to the creation of a Shattuck Avenue Historic District that would generally include the buildings along Shattuck Avenue between University Avenue and Durant Avenue.

- Use criteria pertaining to historic district designations in Berkeley’s Landmark Preservation Ordinance (LPO) and applicable guidelines in the National Register Bulletin “How to Apply the National Register Criteria for Evaluation.”

GOAL HD-3: PROVIDE CONTINUITY AND HARMONY BETWEEN THE OLD AND THE NEW IN THE BUILT ENVIRONMENT.

Policy HD-3.1: Contextual Design. To promote continuity between old and new, new construction and building alterations should meet streets and public spaces in contextual ways that frame streets with building streetwalls and create a pedestrian-oriented public realm.

a) Review and, if needed, strengthen the Downtown Design Guidelines to further encourage continuity and harmony between old and new construction. Promote ways to complement Downtown’s historic context through: materials, cadence/modulation, color, fenestration & entry patterns, cornice lines, massing, roof form, building “build-to lines,” and other appropriate architectural devices.
b) Consider new and/or revised Zoning standards and Design Guidelines that will help support and maintain Downtown’s traditional main-street character. Specifically, modify the Zoning provisions and Design Guidelines to better address continuity and relationships between buildings (see Policy HD-4.1).

c) Amend the Downtown Design Guidelines to address how taller buildings can be made compatible with Downtown’s context and historic resources (see Policy HD-4.1).

Policy HD-3.2: Continued Variety. Recognizing building height, massing and scale, allow for continued variety that respects Downtown’s context.

a) The review of development proposals, and resulting refinements, should consider Downtown’s traditional context, respecting Downtown’s historic resources, while also considering policies relating to DAP building height and envelope provisions (see Policy LU-1.1).

GOAL HD-4: IMPROVE THE VISUAL AND ENVIRONMENTAL QUALITY OF DOWNTOWN, WITH AN EMPHASIS ON PEDESTRIAN ENVIRONMENTS THAT ARE ACTIVE, SAFE AND VISUALLY ENGAGING. ENCOURAGE APPROPRIATE NEW DEVELOPMENT DOWNTOWN.

Policy HD-4.1: Pedestrian-Oriented Design. Improve the pedestrian experience and the aesthetic quality of Downtown’s environments through the appropriate design of new construction and building alterations that promote active, interesting, and pleasing streetscapes, open space, and street-level commercial spaces. Encourage street-level entrances and facades that contribute to the pedestrian environment. In commercial areas, buildings should generally maintain the urban tradition of no street-level setbacks from the street.

a) Continue to apply the existing Downtown Design Guidelines for new development and building alterations, but strengthen them to:

- include contextual provisions specific to where historic resources are concentrated (see HD-2.2);
- help attract a variety of people to live Downtown through the design of appropriate multi-family housing;
- encourage economically viable and physically adequate retail spaces (see ED-1.2);
- better guide the design of on-site open space, including publicly accessible courtyards, plazas, and midblock walkways, and the inclusion of ecological site features (see OS-3.1);
- address the design and adequacy of open space for residents;
- mitigate potential impacts of parking garages on streets and publicly accessible open spaces (see AC-3.6 and ED-1.2);
- provide adequate lighting and safety features in garages, in bus shelters and at bicycle parking;
- promote resource-efficient design and emerging sustainability practices (see Policies ES-4.1 through ED-4.8); and
- encourage on-site greenery and ecologically beneficial features (see Policy OS-3.1).
b) Consider new and/or revised development standards that will help promote active, interesting and pleasing pedestrian environments. Specifically, modify the zoning code to better address issues of continuity, compatibility, sustainability, and the special existing qualities of Downtown, such as: frequent building entrances, street-level transparency/windows, on-site open space, etc. Emphasize measurable standards that are easy to understand and apply. Zoning provisions should be developed with extensive input from the public.

c) Evaluate and improve public signage to reduce visual clutter, and at the same time improve signage that helps visitors navigate Downtown (See Policies ED-1.10 & 1.11).

d) Encourage outdoor dining, street fairs, and similar limited private use of public spaces (See Policy ED-2.1).

e) Establish new and enhance existing publicly accessible convenience facilities such as restrooms, drinking fountains, and other amenities (See Policies OS-4.5 & ED-2.2).

Policy HD-4.2: Solar & Wind Impacts. Design and locate new buildings to avoid significant adverse solar- or wind-related impacts on important public open spaces. Also provide for adequate natural light in residential units through appropriate building form (see Policy HC-2.1).

a) Strengthen the Downtown Design Guidelines to provide guidance on how solar access and wind impacts should be analyzed and addressed, for both public open spaces and residential units.

b) For taller buildings, use solar- and wind-simulation facilities to evaluate and refine design alternatives, such as facilities at PG&E’s Energy Center and UC Berkeley’s College of Environmental Design.

Policy HD-4.3: Urban Open Spaces. Create, enhance and maintain streets, plazas, midblock open spaces, and other urban open spaces to enhance the pedestrian environment and increase the number of people who will use Downtown. The design of streets and open spaces should complement the character of Downtown as a whole and the character of nearby architecture, especially in subareas with concentrations of historic resources (see Policies HD-2.1, HD-2.2, OS-3.1, and OS-1.2).

Policy HD-4.4: Design Creativity and Excellence. Support design creativity during development review and in the resulting construction, and continue Berkeley’s tradition of architectural excellence. All new construction and building alterations should be of the highest quality.

a) Strengthen the existing Downtown Design Guidelines to:

- further promote excellence in design;
- encourage visually interesting buildings;
- promote appropriate methods for intensification and adaptive reuse (see Policy HD-1.1);
- encourage architectural and site features that use durable materials and are detailed to be long-lasting (see Policy ES-4.6).
b) Promote and, where appropriate, require buildings that have resource-efficient design and emerging sustainable design practices (see Policies ES-4.1 & ES-4.2).

GOAL HD-5: ENHANCE AND IMPROVE THE PHYSICAL CONNECTION BETWEEN DOWNTOWN AND THE UNIVERSITY OF CALIFORNIA.

Policy HD-5.1: Appropriate Buildings. Within the Downtown Area, strongly encourage the University to design buildings that are appropriate to Downtown, and make all streets abutting University property pedestrian-friendly, such as would be required of any Downtown developer. Along street frontages of University buildings within Downtown, the ground floor should be pedestrian-friendly, have windows and entrances, and avoid blank walls. Encourage active street-level uses. Provide retail uses along Shattuck Avenue and the north side of University Avenue (see Policies LU-1.1 & LU-5.1).

a) Encourage the University to use the Downtown Design Guidelines and Downtown Area Plan to guide the character and scale of its future development.

b) Encourage the University to make development at the east end of University Avenue (between Walnut and Oxford) a priority to bring more retail and pedestrian activity, and for the creation of an important “Gateway” for persons arriving to the Campus or Downtown.

c) Active pedestrian-friendly ground floor uses should be maintained on all three sides of the proposed new Berkeley Art Museum and Pacific Film Archive (BAM/PFA). The proposed primary entry of the museum should be located on Center Street, with a secondary entry provided from Oxford or the corner of Oxford and Addison. Consider modulated edges and pockets of open space. Loading docks should be carefully designed to contribute positively to the pedestrian environment.

Policy HD-5.2: Public Improvements. Encourage the University to help enhance streets and public open spaces in Downtown (see Policies OS-1.1 & OS-1.2).

a) Urge the University to make substantial and fair contributions for street improvements adjacent to their properties in Downtown. Continue to have conversations with the University on how to fund other improvements in Downtown, including but not limited to those noted below (see Policies OS-1.4, OS-3.1 and LU-8.1).

b) Continue to work in partnership with the University in the development of the Streets & Open Space Improvements Plan (see Policies OS-1.1 & 1.2), especially in locations of mutual interest. Give priority to development and street improvements along UC’s frontage on University Avenue and Oxford Street.

c) Encourage University efforts to enhance open spaces along the Oxford-Fulton edge of the main campus, including provisions regarding “the Crescent” and a new publicly accessible “green” at the east end of Kittredge Street.
3127  d) To provide a transition between the park-like campus and the urban Downtown, partner with the
3128  University to design and implement Oxford Street as a green boulevard, with active building fronts
3129  along the west edge of Oxford.
3130  e) Encourage the University to enhance the Ohlone Greenway extension (from the Ohlone
3131  Greenway to the UC campus) through landscaping and building design along Hearst Avenue on
3132  its DHS site.
3133  f) Create a convenient pedestrian connection through the DHS site between Walnut Street's
3134  segments north and south of the DHS site.
3135  g) Encourage midblock pedestrian connections between University Avenue and Center Street, as
3136  part of future UC development.
3137  **Policy HD-5.3: Historic Buildings.** Encourage the University to respect historically important
3138  buildings, and strive to integrate them within its development.
3139  a) When proposed UC development includes or adjoins historically important buildings, consistent
3140  with provisions of the UC Berkeley 2020 Long Range Development Plan, the City expects that the
3141  University will consult early in the development design process with appropriate City entities, and
3142  use the Secretary of the Interior's Standards.
3143  b) The University is encouraged to include integration and preservation of a meaningful portion of
3144  the landmarked garage building and forecourt at 1952 Oxford Street into any future development
3145  on the University/Oxford/Berkeley Way/Walnut block.
6. STREETSCAPES AND OPEN SPACES

STRATEGIC STATEMENT

URBAN DESIGN BENEFITS OF STREETSCAPES AND OPEN SPACE

Downtown streets and open spaces are the public gathering places for all of Berkeley and support Downtown’s historic and continuing role as Berkeley’s social, cultural and economic heart. Streets and open spaces -- in their many forms -- are essential for making Downtown more livable, providing healthier ecosystems, advancing social equity, and enhancing economic vitality. Within urban environments, green and attractive open spaces are imperative for physical and psychological health. They are places for relaxation and recreation -- and other forms of personal "re-creation." Public open spaces also serve as the platform for social interaction, where people can come together to celebrate, debate, and appreciate the choreography of urban life. The economic health of businesses in the area and the success of Downtown as a center of culture and entertainment depend in large part upon the quality of the pedestrian environment.

Parks, plazas, streets, courtyards or passages, and all public places should reflect the highest aspirations of a community and should meet the needs of people of all ages. Through thoughtful design and careful programming, streets and open space can address complex functional challenges relating to transportation, ecological restoration, regular and occasional activities, and community life. Some benefits of well-designed public spaces include:

- new recreation opportunities, whether to jog around a park or enjoy ice cream on the grass;
- accelerated economic revitalization by making Downtown a more attractive destination;
- increased tourism if Downtown’s open spaces are remarkable, such as through the incorporation of innovative features to promote sustainability; and
- improved water quality, by incorporating landscaping and hardscape features that filter polluted “urban runoff” while also beautifying Downtown.

Downtown already contains significant open spaces, but needs many more. MLK Civic Center Park is Downtown’s largest open space and was recently improved to emphasize its historic significance and introduce a tot lot and skateboarding area to serve Berkeley’s youth. Berkeley High School’s track is used for community recreation when it is not being used for School activities. BART Plaza (also known as Constitution Square) has been the subject of redesign to improve its function as a transportation hub and be a more attractive and useful plaza for Downtown. "The Crescent" on the UC Campus also serves Downtown with a large grassy slope that creates an attractive formal entry to the University, but is not used by many.

HEALTH BENEFITS OF STREETSCAPES AND OPEN SPACE

Studies have found that high-quality street design helps to increase levels of physical activity, especially when paired with local destinations such as shops and restaurants. Communities with inviting streetscapes, safe bike lanes, nearby parks, and a rich pedestrian environment encourage and support active living. Walkable streets improve physical health, reduce mental stress, and increase social interaction.
Proximity to open space also has a strong relationship with higher levels of physical activity and the benefits that come with exercise and outdoor activity. Open spaces and play areas are especially important for children because early habits influence health conditions later in life. Physical activity is also important for elderly populations, as active lifestyles have been found to help maintain mental acuity, sustain physical abilities, and prevent the onset of diseases.

The Trust for Public Land's 2006 white paper "The Benefits of Parks" cites a range of evidence that supports efforts to create and enhance urban parks and walking environments, including:

- increased physical activity and an increase in perceived energy;
- lower rates of obesity, heart disease, and diabetes;
- decreased levels of anxiety;
- increased mental alertness and cognitive performance;
- greater interest in housing near parks; and
- cooler temperatures on hot days.

**OPPORTUNITIES FOR NEW PARKS AND PLAZAS**

Well-designed open spaces can help make Downtown an attractive destination, and make Downtown a more livable place. Taken as a whole, parks and plazas should meet the needs of people of all ages, and encourage their use by a broad cross-section of the community. Open spaces can offer modest but significant recreation options, locations for community events, and places for repose within the bustle of Downtown.

Ideally, a park or plaza should be within an easy walking distance of every resident in Downtown. The Downtown Area Plan promotes convenient access to nearby open spaces, whether they take the form of parks, plazas, or mid-block spaces. Thoughtful programming and design solutions can make beautiful places and promote public safety.

Several new street and open space improvements are called for by the Plan, and are described below and in Figure OS-1, Streets and Open Space Opportunities.

**Center Street Plaza.** Center Street, which connects BART to the University of California, has the highest density of foot trips in the East Bay. It also abuts the site of a potential new hotel and a new University Art Museum. This segment of Center Street has been characterized as "the future heart of Berkeley" in the center of Downtown. Appropriately designed, this segment of Center Street between Shattuck Avenue and Oxford could be a community-gathering place.

**Park Blocks.** Presently, open space is sorely lacking in Downtown and its surrounding residential neighborhoods. The Shattuck right-of-way is wide enough to accommodate three new parks that are 80 feet by 270 feet, between Durant and Dwight Way. The Park Blocks could offer grassy lawns, a small stage, public restrooms, and features that gather and treat the rainwater that runs off of streets and carries oils and other pollutants.
University Avenue Gateway. Another opportunity for enhancements is at the eastern end of University Avenue, which is an important gateway to the University and the rest of Downtown. From Shattuck Square to Oxford Street, the easternmost blocks of University Avenue have relatively low traffic volumes, and are lined by major University development and historic rehab opportunities. New activity can benefit from major streets enhancements, and new development can help pay for them. Design ideas include wider sidewalks, outdoor dining, and dramatic increases in landscaping.

Kittredge Green. The University of California has plans to demolish the "UC Extension Building" at the end of Kittredge Way in front of Edwards Stadium to create a new publicly accessible open space. The new "Green" could make the historic stadium structure more visible, and could be one in a series of open spaces along Oxford. The design of the Green will need to consider city needs and University interests.

Harold Way. Harold Way is a short quiet tree-lined street, which is a good candidate to become a slow street or closed to traffic if abutting properties had high levels of activity. Magnes Museum and Shattuck Hotel have plans to make intensive use of historic buildings on Harold Way.

Ohlone Greenway Extension. The Ohlone Greenway is a necklace of open space that stretches to Richmond and contains bike trails, grassy areas, and other amenities. Because travel lanes on Hearst Avenue are excessively wide, there is an opportunity to extend landscaping and bike trails from where the uninterrupted Greenway presently ends at Martin Luther King Jr. Way to the UC campus.

MIDBLOCK COURTYARDS & WALKWAYS

Downtown possesses a number of courtyards and walkways that provide spaces that are more intimate and provide a sense of urban "refuge." The network of mid-block courtyards and walkways might be expanded to help make Downtown a more livable place.

CONTEXTUAL DESIGN

The design of open space and its abutting development can meet the special needs and accentuate the character of distinct subareas within Downtown, such as has been done for the "Arts District" along Addison Street, and the Civic Center Historic District that includes Martin Luther King Jr. Civic Center Park. Street and open space improvements can further heighten awareness of Downtown's exemplary collection of historic buildings and places. Street and open space improvements can also create a sense of place around BART and other busy transit locations.

STREET DESIGN

Streets determine the character of urban areas, in large part, and comprise about one quarter of the total land area in most urban areas. In Downtown, these public rights-of-way -- which include sidewalks, landscaping, parking lanes and travel lanes -- embody about 80% of all public open spaces. As public improvements, the City has direct control over streets and open spaces and can, through its investment in them, dramatically transform Downtown.
Each street's function and context is a central consideration when it comes to designing streets. Vehicular movement and safety is important, but just as important are the ways that streets support abutting land uses and walking in Downtown. Streets can be designed to protect pedestrians by minimizing pedestrian crossing distances and avoiding conflicts. Streets serve pedestrians and bicyclists, and are the most ubiquitous and perhaps the most important arena for community life. To be livable and functional, streets must accommodate many demands simultaneously.

Streets can also help reduce the rate of serious injuries to pedestrians from vehicles, by slowing traffic with narrower travel lanes and traffic calming features.

Streets can themselves be an attractive destination, rather than a characterless throughway for traffic. Inviting pedestrian paths are critical to the success of Downtown. Streets can be enhanced with wider sidewalks, frequent street trees, pedestrian-scaled lighting, and architecture and landscaping that line streets with activity and beauty. Street trees are perhaps the most important way to improve any neighborhood's character, and bring demonstrable psychological and economic benefits.

Creating beautiful streets and open space is essential to Downtown, as a successful retail district and regional destination, and a highly livable residential neighborhood. A Streetscapes and Open Space Improvement Plan (see Policies OS-1.1 & OS-1.2) is one vehicle for pulling together and coordinating proposed public improvements, such as those previously described, and finding funding for the community's highest priorities.

**THE BENEFITS OF GREEN INFRASTRUCTURE**

All open spaces have the potential to be part of an advanced and integrated stormwater system that filters urban runoff, and reinvigorates Downtown with an abundance of greenery and reminders that — even in urban areas — we are connected with nature.

**Urban Forest.** Planting trees has more than aesthetic appeal. Air quality authorities across the country are promoting street trees in urban areas to reduce the extent of heat sinks generated by unshaded asphalt. Heat increases the ozone from automobile exhaust, which contributes to smog and respiratory ailments. A computer simulation of Los Angeles by Berkeley National Laboratory showed a 6-degree reduction in peak summer temperatures and the potential for a 10% reduction in smog.

**Water Conservation and Recycling.** Downtown Berkeley can play an important role in conserving water resources, for which there will be increasing competition statewide. For landscaped areas, drought resistant plants and low-water irrigation systems are important components. Conservation techniques available for buildings include low-flow fixtures and the use of graywater for flushing and irrigation. At a larger scale, water recycling could serve to irrigate city and University green spaces.

**Impervious Surfaces.** Street and open space improvements can also help reduce the high percentage of the Downtown Area is presently impervious (i.e., can't absorb rainwater). Public streets and open spaces, as well as private on-site features, can retain rainwater and promote infiltration through the installation of impervious surfaces. Such a strategy will reduce the load on the City's stormwater system and may help to reduce flooding downstream by holding water back at the time when flooding is worst. Promoting retention and infiltrations, such as through the use of...
landscaping, porous paving and other pervious surfaces, will also help restore natural systems that
were degraded years ago through thoughtless engineering.

**Urban Runoff.** Oil and debris carried off of streets (i.e., "urban runoff") is among the greatest
sources of pollution in San Francisco Bay. Increased urban runoff comes with urban development
and, in suburban areas, the loss of open space. Urban runoff can be diverted to landscaped areas
(such as "rain gardens") and other features so that pollutants are filtered before they even reach the
pipe that leads to the bay.

It may be possible to arrange landscaped features for capturing rainwater and urban runoff into a
visible network of swales and "rain gardens" as is conceptualized in Figure OS-2, Conceptual Green
Infrastructure Network. Doing so would have water quality benefits but would also reveal how water
flows when it is not hidden in a pipe – thereby connecting Downtown's urban experience with nature.

**GOALS, POLICIES & ACTIONS**

**GOAL OS-1: ENHANCE PUBLIC OPEN SPACES AND STREETS TO BENEFIT PEDESTRIANS,**
**IMPROVE DOWNTOWN'S LIVABILITY, AND FOSTER AN EXCEPTIONAL SENSE OF PLACE. IN**
**PARTICULAR, CREATE NEW PUBLIC GATHERING PLACES THAT SUPPORT NEARBY USES**
**AND DOWNTOWN AS A DESTINATION.**

**Policy OS-1.1: Street & Open Space Improvements.** Make significant additions and improvements
to Downtown's parks, plazas, and streets to be aesthetically pleasing, and support pedestrians and
abutting uses. Use consistent features to help make Downtown distinctive and recognize that special
subareas and conditions may call for unique treatments. Emphasize the creation and enhancement
of public gathering places.

a) Develop and adopt a Streets & Open Space Improvements Plan (SOSIP) to guide the
comprehensive design of significant positive alterations and additions to Downtown's parks,
plazas, and streetscapes.

b) As part of the SOSIP, develop preferred schematic plans and cross-sections for all streets in
Downtown, to depict how the community intends to:

- increase recreational opportunities Downtown
- create space for gathering and performances,
- increase street trees and vegetation,
- widen sidewalks in areas of high pedestrian activity;
- reduce pedestrian crossing distances through the use of curb extensions, median refuge
  areas, and appropriate travel lane widths;
- offer street furniture and other amenities for pedestrians;
- encourage appropriate behavior (see Policy HC-6.1);
- improve public lighting for nighttime safety (see Policy OS-4.1);
- introduce flashing crosswalk lights (see Policy AC-2.1);
select light standards and other street features to complement Downtown’s pedestrian scale and traditional main-street character, and

c) Develop a "street tree master plan" that selects appropriate tree and plant species for streets and open spaces. Consider native tree and plant species near existing natural features and future restoration sites.

d) Include improvements that heighten awareness of subareas having a unique character, such as where historic resources are clustered. Relate design features to the special character and predominant uses along each street and around each open space (see Policies HD-2.1 & HD-2.2).

e) The SOSIP should make recommendations to improve signage that help visitors navigate Downtown, while being human-scaled and avoiding visual "clutter" (see Policies ED-1.10 & ED-1.11).

f) Identify light poles and fixtures that are appropriate to Downtown, and consider features that minimize intrusion (glare) into residential units, reduce light pollution, and provide greater energy efficiency. Vary recommendations to address different conditions. Consider the feasibility of removing existing "cobra head" light fixtures.

g) Seek to incorporate public restrooms and drinking fountains, such that they are distributed throughout Downtown.

h) Evaluate street and open space recommendations (listed below) from the perspective of the needs, safety and comfort of bicyclists and pedestrians. Consider their potential impact on merchants, residents, transit providers, bus service, and other affected stakeholders. For recommendations that involve changes to traffic lanes and turning movements, consider traffic impacts in light of pedestrian- and transit-oriented priorities described in the Access chapter.

i) Prioritize street and open space recommendations by engaging the public, and considering factors such as visual prominence, benefit to retailers, levels of pedestrian activity, proximity to historic resources, and meeting the recreational needs of residents. Match top priorities with available resources.

Policy OS-1.2: Street & Open Space Opportunities. Develop appropriate design options for the following street segments, and existing and potential open spaces (see Figure OS-1: Street & Open Space Opportunities, see AC-1.1 for transportation-related considerations, see also Policies ES-5.1, ES-5.2, OS-2.1, and OS-2.2).

a) Engage the public when developing design options for streets and open space improvements.

b) Center Street Plaza. Create a pedestrian-oriented urban space on Center between Shattuck and Oxford. Center Street Plaza should be a major public gathering place in the Downtown, a model
for sustainable design, and prioritize pedestrian access -- the primary pedestrian connection
between BART and the UC campus. Creation of the Plaza is of critical importance.

- Provide open space suitable for gathering and performances and maximize amenities for
pedestrians.

- Close Center Street Plaza to traffic (to create a pedestrian mall), except for deliveries and
emergency services, subject to American Disabilities Act and State requirements.

- Passenger drop-offs should occur at the ends of the block.

- Evaluate the feasibility of a water feature through the Plaza to raise awareness of Strawberry
Creek, which enters a culvert just outside of the Downtown Area on the UC campus. Study
the feasibility and relative merits of redirecting Strawberry Creek versus using recirculated
water for this feature.

- Engage the public as part of the Center Street Plaza design process, especially merchants
and landowners of abutting properties.

- Work with developers of and designers for abutting projects (such as the Berkeley Art
Museum / Pacific Film Archive project and future development on the Bank of America site)
to establish an active and transparent edge along the north side of Center Street, and make
sure that their projects relate to the design of Center Street Plaza. Consider modulating
building edges to create pockets of open space (see HD-5.1).

c) **Center Street Greenway and Civic Center Park.** Continue planned improvements for Civic
Center Park, and establish a Center Street Greenway to strengthen visual and pedestrian
connections between Civic Center Park and Center Street Plaza.

- Enhancements between Shattuck and MLK should be comprised of continuous landscaping
with new street trees, shrubs, landscaped swales, through the elimination of bike lanes and
possibly on-street parking.

- Consider the feasibility of daylighting Strawberry Creek in Civic Center Park or in the Center
Street right-of-way just north of Civic Center Park, and consider use of other design features
to raise awareness of Strawberry Creek.

- Retain the Saturday Farmers Market on Center Street (see ED-5.3).

- Complete the physical master plan for Civic Center Park to meet the civic, cultural and social
needs of the community. In particular, include space for performance, improve pedestrian
amenities, and restore the fountain.

d) **Oxford-Fulton & Abutting Open Spaces.** Transform Oxford and Fulton Streets into a green
“boulevard” that supports abutting uses. Encourage University efforts to enhance the open space
edge along Oxford-Fulton in ways that complement Downtown, and improve pedestrian
connections between the Campus and Downtown.

- The City and UC should work in partnership to design and reconstruct the Oxford-Fulton
right-of-way to greatly increase trees and vegetation, and facilitate pedestrian crossing and
programmatic connections between the UC campus and Downtown. Consider reducing
pavement and pedestrian crossing distances -- and expanding abutting open spaces -- by
removing on-street parking and/or reducing travel lanes, if deemed feasible.

Support the University's efforts to maintain and enhance natural areas along Strawberry
Creek, and work with the University to enhance public awareness of the Creek (such as
through the construction of a small overlook and/or pavilion where Strawberry Creek enters a
culvert near Oxford Street).

Encourage the University to maintain the Crescent as a green open space consistent with its
importance to the campus' classical core, while also considering its redesign to: replace
irrigated lawn with native and drought-tolerant plantings; enhance views into the campus and
towards Strawberry Creek's vegetation; provide public seating and gathering space; and
relate to the new Berkeley Art Museum, possibly through the creation of a sculpture garden.

e) **Kittredge Green.** Support the University in its plans to create a new publicly accessible open
space between Edwards Field and Fulton Street, and at the end of Kittredge Street (referred to in
this Plan as "Kittredge Green").

Encourage the University to include features that serve families (such as a playground and
multi-use lawn area) to serve new family housing in the Brower Center and other new
housing in the vicinity.

Visually connect Kittredge Green with the Crescent through the design of Oxford-Fulton, and
by encouraging vines and other vertical greenery along street-facing walls that enclose the
University's tennis courts.

f) **University Avenue Gateway.** Establish a "University Avenue Gateway" for Downtown and
University by increasing landscaping and improving the pedestrian environment -- in cooperation
with the University, which owns most abutting parcels.

Redesign University Avenue between Shattuck Avenue and Oxford Street to expand
sidewalks, landscaping, and pedestrian amenities. If feasible, remove travel lanes to
maximize the extent of pedestrian improvements and reduce pedestrian crossing distances.
Capitalize on opportunities for new street trees, landscaping, outdoor dining, retail kiosks and
ecologically beneficial features. Incorporate ecologically beneficial features, as described in
Goal OS-2.

Coordinate the design of the Gateway with Oxford-Fulton improvements (see above),
University uses, other abutting uses, and significant historic resources in the vicinity. Given
its location at the end of University Avenue and near transit, consider the inclusion of facilities
for visitors to the University and Downtown.

g) **Shattuck Avenue: General.** Redesign the Shattuck right-of-way to create a world-class tree-
lined "boulevard" or "grand avenue" that is exceptionally attractive, emphasizes pedestrian safety
and comfort, and models sustainability.

Redesign and rebuild the Shattuck right-of-way to facilitate pedestrian crossing, improve
pedestrian comfort, accommodate transit, add street trees, and greatly increase landscaping
along this corridor -- especially ecologically beneficial features.
h) Shattuck Avenue: Durant to University, including Constitution Square (BART Plaza).
Provide for especially high levels of transit service and pedestrian activity near BART and
between Durant and University, where Downtown destinations and bus lines converge, by
enhancing pedestrian environments, bicycle accessibility, directional signage, and transit
facilities.
- Improve Constitution Square's (BART Plaza's) function as a universally accessible
transportation hub. Provide public space for social, cultural, and community activities
(including public gatherings).
- Consider limiting one side of Shattuck Square to two-way through traffic, and designating
other side of Shattuck Square as a slow street or pedestrian plaza that provides a high level
of pedestrian amenity.
- Consider creating a new entrance to BART on the east side of Shattuck to provide immediate
and uninterrupted pedestrian access to the Center Street Plaza and the east side of Shattuck
Square where pedestrian and transit improvements might be made.

i) Shattuck Avenue: North of University. Continue "boulevard" treatments north of University
Avenue, to the extent possible.
- Explore opportunities to increase street trees by planting them intermittently between on-
street parking spaces. At Hearst, use landscaping and/or built features to mark this northern
entry point to Downtown.

j) Shattuck Avenue "Park Blocks": South of Durant. South of Durant where major transit
improvements are not being considered, dedicate a significant portion of the Shattuck right-of-
way for the creation of a new linear park. Make the park inviting to a range of Berkeley residents,
but especially those living Downtown and in surrounding residential neighborhoods.
- South of Durant, convert excessive lane widths and parking areas into a linear park (the
"Park Blocks"), if feasible.
- Consider features and facilities that appeal to a range of ages and nearby residents and
demonstrate ecological principles.
- Provide public restrooms as part of the linear park.
- Retain curbside parking near established shops.
- Consider access and safety issues unique to parks surrounded by traffic.
- Engage the residential and business community when programming and designing the Park
Blocks.

k) Ohlone Greenway Extension. Enhance the pedestrian environment by extending the Ohlone
Greenway beyond where its uninterrupted portion ends (at MLK) to the UC Campus (at Oxford).
Maintain bicycle lanes, while adding significant new street trees and landscaping to emphasize
this important connection.
- Consider reducing the number of travel lanes from four lanes to two lanes to make more substantial enhancements.
- Consider street trees planted intermittently between on-street parking spaces, while providing for driveways.
- Consider closing Henry Street at Hearst to provide a more continuous and protected bike lane and pedestrian path, while also maintaining emergency vehicle access.

l) Harold Way. Promote Harold Way as a special open space.
- Within the Harold Way right-of-way, consider widening sidewalks or closing Harold to traffic, if feasible.
- Design Harold Way to support abutting uses including the Central Library, library gardens, and the future Judah L. Magnes Museum. Also consider that future Shattuck Hotel conference facilities could have a main entrance on Harold Way.
- Establish an unobstructed view of Library Garden’s gate as seen from Harold Way, such as by removing on-street parking on Kittredge Way.
- Consider façade improvements to the Allston Way Garage to create a more attractive vista at the north end of Harold Way.

m) Allston Way as a Special Civic Street. Celebrate Allston Way as an important civic connection between MLK Civic Center Park and the UC Campus.
- Use special light standards, special paving treatments, street furnishings, and banners to make Allston more recognizable and to support pedestrian activity.
- Street improvements should highlight civic destinations along Allston Way including Old City Hall, Berkeley High School, the Post Office, the YMCA, the Library (via Harold Way), the Brower Center, the UC Campus, and Kittredge Green.

n) Terminal Place. Consider improving Terminal Place (an existing public alley off of Addison and just east of Shattuck) to become an active and attractive public open space. Encourage the creation of a midblock walkway between Terminal Place and University Avenue by working with the owners of intervening property (such as the University).

Policy OS-1.3: Residential Area Improvements. Enhance the residential character and livability of Downtown’s residential areas and surrounding residential areas through street and open space improvements.

a) Work with residents to understand recreational needs and traffic concerns, and to consider options for traffic calming, planting street trees, “pocket parks,” community gardens, etc. (see Policies AC-2.1 & LU-6.1).

Policy OS-1.4: Maintenance. Maintain clean, safe and attractive streets, parks, and plazas (see Policy LU-8.1).
a) Maintain sidewalks, crosswalks, plazas, and other pedestrian environments to be safe, clean and in good repair

b) Establish standards for the maintenance of public spaces, and develop funding mechanisms and City priorities that maintain adequate budget at all times. Emphasize durability and "life-cycle" costing in the design of new construction.

c) Encourage public utilities to underground overhead wires, as development and street improvements occur.

**Policy OS-1.5: Funding Open Space.** Allocate portions of the revenue from the hotel transient occupancy tax (TOT) revenues, future increases in parking revenues, and/or revenues generated by new development, to help pay for street and open space improvements and the upkeep of the public realm, when and to the extent compatible with other budget needs and priorities (see Policies LU-8.1 & LU-8.2).

**GOAL OS-2: PROMOTE ECOLOGICALLY BENEFICIAL LANDSCAPING AND OTHER FEATURES, AND INCORPORATE NATURAL FEATURES THROUGHOUT DOWNTOWN TO IMPROVE ITS VISUAL QUALITY, HELP RESTORE NATURAL PROCESSES, AND REINFORCE THE COMMUNITY’S COMMITMENT TO ENVIRONMENTAL SUSTAINABILITY.**

**Policy OS-2.1: Ecological Features.** Promote ecologically beneficial features within the design of public open spaces, streets and on private property (see ES-5.1 through ES-5.4, and OS-2.2)

**Policy OS-2.2: Nature in the City.** Highlight "nature in the city" and its benefits.

a) Reference natural environments when making landscaping and ecologically beneficial improvements, on public and private property

b) Maximize "greenery," such as trees, shrubs, landscaping, and "micro-habitats" (such as landscaping that supports bees and birds – and possibly frogs and fish), while also recognizing the utility of harder and more durable surfaces in areas of heavy use.

c) Promote programs, literature and signage to enhance awareness of ecologically beneficial features in Downtown and just outside of Downtown (see ED-5.2).

d) Consider the design and creation of connected stormwater retention features, not just to filter urban runoff, but also to create water features that during heavy rains reveal Downtown's topography and remind people of nature (see Figure OS-2-2: Green Stormwater Infrastructure Concept).
Policy OS-2.3: Street Trees. New street trees should be planned and planted in ways that will encourage their healthy maturation. When planning, anticipate future streetscape improvements that could affect street tree placement and retention.

a) All tree installations should use appropriate soil and drainage to encourage each tree's healthy maturation. Develop standards and guidelines in consultation with urban forestry experts and organizations, and utility companies.

b) Consider the long-term health of new trees when developing a "street tree master plan" (see Policy OS-1.1).

Policy OS-2.4: Existing Trees. Maintain mature trees growing on public land, wherever possible. Permit the elimination of mature trees only in instances of transmissible disease, public safety, or overriding public benefits, but only after opportunities for public comment. Establish standards and guidelines for the retention of trees and the of replacement trees for instances when tree removal is unavoidable, possibly as part of a "street tree master plan" (see OS-1.1). Permit the elimination of trees only after findings have been made according to established criteria and after opportunities for public comment, except in cases when unsafe conditions or property damage may result.

Policy OS-2.5: Water Conservation. New landscaping and retrofits should incorporate effective water conservation and water reuse features.

a) Establish water conservation and recycling standards for new landscaping. Require use of drought tolerant plants and advanced irrigation systems to substantially reduce water usage (see ES-5.2).

b) Consider the feasibility of graywater recycling (see ES-2.4, ES-4.3, and ES-5.1-5.4).

GOAL OS-3: REQUIRE THAT NEW DEVELOPMENT CONTRIBUTE TO GREENERY AND OPEN SPACE

Policy OS-3.1: Open Space for Public Benefit. Private development should expand and enhance publicly accessible open spaces, on-site and as part of street and public open space improvements, to provide aesthetic improvement, stormwater retention, and public enjoyment, such as through the provision of publicly accessible plazas, courtyards, landscaped setbacks, and mid-block walkways and open spaces (see ES-5.1). Use private development fees to help pay for the improvement and maintenance of public streetscape and open space improvements in the Downtown Area (see Policies OS-1.4, LU-8.1, & LU-8.2).

a) Create an Open Space fee on new development to help fund public open space in the Downtown Area. In addition, establish minimum publicly accessible open space requirements for the enjoyment of the public and to capture urban run-off and retain rainwater, with increased requirements for buildings over 85 feet and increasing with height. Open space for these purposes include:

- on-site plazas and midblock walkways for public enjoyment;
- courtyards, green roofs, roof gardens, and landscaped setbacks (see Policies ES-5.1, ES-5.2, & LU-8.1); and
- on-site stormwater retention features (see Policies under Goals ES-5 & OS-2).

b) Allow an "in-lieu" fee option to allow a portion of private open space requirements to be met with public open space improvements (see LU-8.1).

c) Allow flexibility in on-site open space requirements, when buildings will be substantially and appropriately preserved or restored (see Policies LU-3.3 & HD-1.1).

d) Encourage midblock walkways and midblock courtyards, especially in locations where a pedestrian connection at the middle of a long block might be accomplished (see Figure OS-3: Existing and Conceptual Midblock Connections).
- As part of the SOSIP, examine the potential for midblock walkways (given ownership, development opportunities, and anticipated levels of pedestrian activity).
- At the University’s DHS site, strongly encourage the University to establish a direct pedestrian connection between Walnut Street north and south of the site (see HD-5.2).
- Emphasize safety in the design of midblock walkways and courtyards (see Goal OS-4).

e) Encourage street-facing courtyards and allow street-facing setbacks to be used to meet open space requirements, while:
- respecting Downtown’s traditional mixed-use context and setback patterns,
- promoting retail activity, and
- incorporating significant new greenery within those constraints.

For residential developments and projects that do not have active ground-floor uses (i.e., where public-serving frontages are not essential per Figure LU-4: Public-Serving Frontage Required), consider requiring significant landscaped setbacks.

f) Encourage treatment of urban runoff and retention of rainwater on-site, such as through the use of rain gardens, permeable paving, dry wells, cisterns, and landscaping that supports birds, butterflies, etc.

g) Establish minimum requirements, as well as incentives for features that exceed the minimum.

h) Provide for the ongoing maintenance of on-site landscaping through development fees, developer agreements, and enforcement mechanisms and/or resident/landowner involvement (see Policy LU-8.1).

Policy OS-3.2: Open Space for Residents. Housing projects should serve the needs of their residents by providing adequate on-site open space for use by residents, such as through the provision of courtyards, roof gardens, community gardens, etc.
a) Review and, if necessary, strengthen zoning standards and Design Guidelines to provide adequate on-site open space for residents.

b) Allow flexibility in on-site open space requirements, when buildings will be substantially and appropriately preserved or restored (see Policies LU-3.3 & HD-1.1).

c) Consider allowing usable publicly accessible open space to be applied toward "per unit" residential open space requirements.

GOAL OS-4: ENSURE THAT PARKS, PLAZAS, STREETS, WALKWAYS, AND OTHER PUBLICLY ACCESSIBLE OPEN SPACES ARE SAFE, COMFORTABLE, AND INVITING.

Policy OS-4.1: Lighting. Provide adequate pedestrian-scaled lighting in parks, plazas, streets, midblock walkways, and other publicly accessible open spaces.

a) As part of the SOSIP, consider how to improve public lighting for nighttime safety and to be pedestrian-scaled (see Policy OS-1.1).

b) Strengthen the Downtown Design Guidelines to promote architectural lighting on buildings to enhance safety and to accentuate architectural rhythms and special features. Use features that minimize light intrusion (i.e., glare) into residential units, reduce light pollution, and provide greater energy efficiency (see Policy HD-4.1).

Policy OS-4.2: Connecting Streets and Open Spaces. Provide a high level of visual and physical connection between streets and publicly accessible open space.

a) Strengthen the Downtown Design Guidelines so that publicly accessible open space is directly accessible (both physically and visually) at street level and connected seamlessly at-grade with abutting streets and sidewalks whenever feasible (see HD-2.1 and HD-4.1).

Policy OS-4.3: Design for Safety. Avoid physical design relationships that may encourage unwanted behavior.

a) Strengthen the Downtown Design Guidelines so that publicly accessible open spaces are not abutted by blank walls, low levels of pedestrian activity, and/or spaces that cannot be seen easily (see Policy HD-4.1).

Policy OS-4.4: Clean Open Spaces. Maintain clean streets and open spaces, and attractive street furnishings and other features.

a) Strengthen standards and practices for: the frequent cleaning streets and open spaces, the prompt repair of street furnishings and other features, and the immediate removal of graffiti.

b) Dedicate public revenues (as described in Policies LU-8.1 and AC-3.5) to the on-going maintenance and repair of public spaces in the Downtown Area.

Policy OS-4.5: Public Conveniences. Provide for around-the-clock public restrooms and drinking fountains, distributed throughout Downtown.
a) Address public restrooms and drinking fountains as part of the SOSIP (see Policy ED 2.2).

b) Dedicate public revenues to the creation and ongoing maintenance of restrooms and drinking fountains in the Downtown Area (see Policies LU-8.1 & AC-3.5).

Policy OS-4.6: Appropriate Behavior. Encourage safe environments by addressing unsafe conditions and inappropriate behavior (see Policies HC-6.1 through HC-6.3).
7. HOUSING AND COMMUNITY HEALTH & SERVICES

STRATEGIC STATEMENT

A VIBRANT, LIVABLE AND SUSTAINABLE URBAN NEIGHBORHOOD

Significant housing growth is transforming Downtown into a vibrant neighborhood, and strengthening Downtown as a cultural and economic center. New residents are helping to support Downtown’s emergence as a truly great residential neighborhood with a wide variety of retail shops, restaurants, and services.

While many downtowns “roll up the sidewalks” at night and at weekends, housing bring more people who make Downtown more livable for anyone who is in Downtown at any hour. Housing makes streets more active and retail shops more viable. Streets and other public open spaces are safer when housing looks out over them. Housing also generates resident stakeholders who take an active interest in maintaining a safe and attractive place.

Downtown’s “livability” is paramount to its success as a vibrant neighborhood. Shops, restaurants, services, and public open space are essential for serving Downtown’s growing population. Theaters, cinemas, and museums give Berkeley’s Downtown unique advantages — as does Downtown’s position as a transit hub for buses and BART. Downtown’s livability also depends on sunny attractive streets and views of the hills, as well as having sufficient sunlight and community amenities associated with each residential unit.

Downtown housing contributes substantially toward environmental sustainability and plays a central role toward implementing Berkeley’s Measure G goals to dramatically reduce greenhouse gas emissions, as set forth in Berkley’s Climate Action Plan. The “environmental footprint” for people who live in high-density downtown environments near transit is, on average, significantly less that people who live in other kinds of places in the Bay Area. With anticipated housing growth, a residential household in Downtown Berkeley can be expected to drive one-third as much as a household in urban neighborhoods such as Berkeley’s Elmwood or Northbrea, and one-eighth as much as in suburban locations (Holzclaw et al, Location Efficiency: Neighborhood and Socio-Economic Characteristics Determine Auto Ownership and Use, 2002.) The more that transit and everyday needs are available on foot, the less that people need a car. (Downtown’s environmental advantages are also discussed in the Environmental Sustainability chapter.)

Besides reducing traffic and emissions, reduced vehicle use also makes housing in transit-rich locations more affordable. The average American spends 19.3 cents of every dollar on transportation, 95% of which goes toward the costs of owning and operating an automobile. Transportation spending for a household is second only to housing expenses, and is three times higher than health care expenditure. The Bureau of Transportation Statistics estimates that taking transit rather than driving can save an average household thousands of dollars per year, leaving more household income to spend on housing or other needs (Surface Transportation Policy Project, 2003).
RESIDENTIAL DIVERSITY

Housing needs and preferences vary considerably within Berkeley. They are a function of family size, income, age, ability, and other factors. Even the same person needs different forms of housing as they pass through different stages of life. Given demand for diverse housing types, what unique opportunities are presented by Downtown? Berkeley’s demographics and concern for social equity suggest the need to provide a broad spectrum of housing in Downtown. There is a visible need to serve those who are homeless and marginally housed. In addition to these very low-income households, those on fixed incomes and many moderate- and lower-income households are being priced out of the local housing market and members of Berkeley’s workforce increasingly live elsewhere. As housing prices soar, the city is becoming increasingly affluent and less diverse. For example, from 1990 to 2000, the percentage of the Berkeley population that was African American decreased from 18.8% to 13.5%. (US Census, STF/SF3).

Berkeley is also home to aging baby-boomers, many of who would like to remain in Berkeley but will no longer need or want larger homes or a yard. Downtown offers a unique opportunity for them to meet their daily needs on foot and have access to culture and events. With higher discretionary incomes than the many students who presently live Downtown, housing for this demographic group will help fuel Downtown’s retail revitalization. Furthermore, Downtown cultural stakeholders (such as the Berkeley Repatory Theater and Magnes Museum) have expressed concern that if Berkeley’s “boomers” are lost to other locations (such as San Francisco) their patron base will erode as will their ability to deliver programs to people of all incomes.

While some housing types can be met through the workings of the market, DAP policies seek to shape and harness the market to meet other goals and especially meeting the housing needs of lower-income people. Unless the City takes extraordinary actions to create a large stock of permanently affordable housing that is rented or sold at below-market rates, Berkeley will become a less diverse community.

HOUSING AFFORDABILITY

The most basic housing problem facing Berkeley is housing prices that have increased and continue to increase relative to household income, along with a gradual loss of existing relatively affordable units over time. The Berkeley Rent Stabilization Board reports that median market rents on studios rose almost 15 percent, 1 bedroom units increased 8.7 percent, 2-bedroom units 12.2 percent, and 3-bedroom units 14 percent and between 2002 and the first half of 2008. The median single family home price rose from $520,500 in 2002 to $769,500 in 2008 (a 48 percent increase) and the median condominium price rose 36 percent over the same period. Meanwhile, between 2002 and 2008, the median family income as reported by HUD increased just 12.4 percent in the Oakland region (including Berkeley), and was reported by HUD for 2008 to be $86,100. Lack of affordability faces both renters and potential homeowners, especially renters with very low incomes and aspiring first-time buyers. The Bay Area is already one of the most expensive places to live in the country. Berkeley's central location in the Bay Area and its culture and reputation make it an attractive location for many people to live. Add to this the relative abundance of stable jobs and a world-class University and research institution, and good schools, and the increasing demand for homes with a Berkeley address, and it means an ongoing demand that generally exceeds supply, increasing prices here over other nearby communities. The resulting high home prices and rents have created a situation where...
many current Berkeley residents could not afford to live here if they were only now trying to find a home in Berkeley. This is a particularly serious problem for those on seeking housing while attempting to support themselves with low, often fixed, incomes, such as federal Supplemental Security Income (SSI), for persons with disabilities. These households can spend virtually their whole incomes paying “fair market rent” for an efficiency apartment in Berkeley.

The City encourages construction of permanently affordable below-market housing units through two major programs: the City’s Inclusionary Housing requirements (required for new construction by ordinance) and its Housing Trust Fund (HTF) program. Under the Inclusionary Housing ordinance, 20% of the units in an apartment project have to meet specified affordability requirements. In a rental project, one-half of the inclusionary units (i.e., ten percent of a project’s units) must be affordable to “very low” income households, with an income not exceeding 50% of the Area Median Income (AMI). (For a two-person household in this category, the 2007 income ceiling was $33,500 and allowable rent levels for typically sized units ranged from $734 to $938.) The other half of the inclusionary units required must be affordable to a household with an income not exceeding 80% of AMI. (For a two-person household in this category, the 2007 income ceiling was $53,600 and allowable rent levels for typically sized units ranged from $1,174 to $1,340.

Inclusionary Requirements. The City’s 20% inclusionary requirements approach the proportion of low-income housing that qualifies projects for density bonus of as much as 35% under State law. As City regulations for multi-family housing are based on the building envelope under the City’s Zoning Ordinance, the State density bonus can sometimes require the City to expand the normally allowed building envelope.

In a condominium project, inclusionary units must be affordable to households with an income not exceeding 80% of AMI. In 2007, allowable inclusionary condominium prices ranged from $140,000 to $233,300 for units from 800 to 1,200 square feet. Inclusionary units are subject to resale restrictions that limit resale to the original price adjusted using the Consumer Price Index.

In Lieu Fees and the Housing Trust Fund. Starting in 2006, developers of condominium projects may exercise an “in-lieu” fee option under the City’s Inclusionary ordinance, in lieu of delivering low-income inclusionary housing within the project. Under this option, developers pay a significant fee (in 2009, the fee is 62.5% of the difference between the allowable price of an inclusionary unit and it been built within the project, and the actual sales price of the market-rate unit sold). The in-lieu fees go into the City’s Housing Trust Fund, which provides housing for very-low and low-income households. In 2009, the in-lieu fees for moderately priced projects are roughly $200,000 per unit.

In contrast to using inclusionary requirements to attain more affordable housing within each development project, the City’s Housing Trust Fund (HTF) subsidizes housing projects that target severely disadvantaged populations. To receive HTF loans, housing developers agree to conditions that restrict rent and/or resale prices. Affordable housing developers use the City’s investment to leverage State and Federal resources. Some housing developers use Housing Trust Funds to stabilize the lives of very low-income households and the homeless by delivering supportive services that provide treatment for substance abuse; skills training, counseling, and job placement.

The Housing Trust Fund also receives funds from federal Community Block Grants and HOME Partnership funds. City funding from these programs has been about $1.0 to $1.5 million dollars
annually, but has not gone as far as construction and labor costs have climbed. With new sources of
revenues in short supply, HTF’s activities may need to rely increasingly on inclusionary requirements
and “in-lieu fees” to meet the housing needs of disadvantaged communities.

HOMELESSNESS

Downtown Berkeley has a high concentration of homeless individuals relative to the rest of Alameda
County. 86% of Berkeley’s homeless persons are single adults, whereas half of the county’s
homeless are families (2008). In Berkeley, 64% of homeless persons are chronically homeless,
meaning they have experienced at least three episodes of homelessness in the last four years,
compared with a rate of chronic homelessness among Alameda County’s total homeless population
of only 25%. In addition, an unusually large proportion of Berkeley’s homeless population is male,
and Berkeley is also a destination for a significant number of transient teens.

Causes for homelessness are diverse, and include structural factors such as the high cost of housing,
lack of permanent full-time employment, inconsistent access to health care, personal factors (such as
financial emergencies, evictions, and abusive home environments), and disabilities (such as mental
illness and substance abuse). Because so much of Berkeley’s homeless experience chronic
homelessness, often accompanied by disabilities, Berkeley has joined a growing list of cities that
employ “Housing First” strategies that combine housing with services to support and stabilize
individuals transitioning from chronic homelessness, while simultaneously reducing impacts on
communities from chronic homelessness. Unlike past programs, “Housing First” eliminates sobriety
as a prerequisite for housing, so that persons with substance abuse problems will be more likely to
find support.

The City’s Housing Trust Fund can help deliver housing well below market rates, but supportive
services need funding from non-housing sources. An increasing proportion of HTF funds have been
directed toward projects with supportive services, within limitations imposed by the overall HTF
budget. The City has several Single Occupancy Hotels (SROs) in which single residents have their
own room but share bath and kitchen facilities. Berkeley’s 2001 Housing Elements estimated 454
SRO units citywide, with 318 located Downtown.

Programs to retain SROs are important for serving homeless single adults, especially since the
creation of new SROs is difficult, if not impossible. Housing grants and financing now favor the
creation of permanent rather than transitional housing and encourage the creation of small studio
apartments with kitchens and baths in each unit, and the conversion of SRO’s into similar units,
accompanied with supportive services.

SOCIAL SERVICES

City and Non-Profit Services. Social services play a vital role in helping families and individuals gain
and maintain economic self-sufficiency. Berkeley has a demonstrated commitment to helping people
who are in need and has made access to social services a priority. Many social services are
delivered in and around Downtown. Programs target: low-income residents, veterans, individuals
needing job skills and placement assistance, including those displaced from their homes due to job
layoffs or personal emergencies, young people, and persons and individuals and families who are
homeless or hungry. Social services also address the needs of single parents, such as childcare
centers and programs that care for sick children so parents can work. There are many nonprofit
providers who deliver these services, many of whom are funded partially with City funds, including
nine community-based employment training and placement organizations, a few of which are noted
here. Berkeley's First Source program connects low-income Berkeley residents with local job
opportunities; any new development or business over 7,500 square feet is required to notify First
Source of new construction jobs and other employment. YouthWorks connects local youth with area
businesses through summer and year-round training and apprenticeships. Berkeley High School
students receive an array of service on campus, including health care, counseling, and college
preparation services -- some of which are City funded and monitored. The YMCA also contributes a
variety of social programs that go beyond the recreational programs for which it is widely known, such
as educational and job training services for at risk youth and teens, programs targeted to the elderly,
and support for families and individuals challenged by physical disabilities.

The City also delivers services in Downtown for persons with physical and mental disabilities, and
persons recovering from drug and alcohol abuse. Berkeley has the highest concentration of people
living with mental illnesses within the County of Alameda (factoring in both housed and homeless
individuals). The City is one of only a few California cities that provides comprehensive public health
and mental health services under its own jurisdiction. The rich array of services available, relative to
its size, makes Berkeley unique in the degree of commitment to those in need.

Social service providers operate out of facilities distributed throughout Downtown. Many services are
provided in the Veterans Building, which is in need of extensive work to reduce its seismic hazard to
acceptable levels.

University-Sponsored Services. In addition to government and nonprofit organizations, the University
of California, Berkeley contributes social service resources that serve the broader community from
locations in and near Downtown. Cal Corps connects students to public service opportunities
throughout the Bay Area (http://students.berkeley.edu/osli/calcorps.asp). The Suitcase Clinic provides
a drop-in health care clinic to promote the health and well-being of Berkeley’s homeless and low-
income individuals. Located in Downtown Berkeley, University Extension
(www.unex.berkeley.edu/dept/edu/learn.html) provides a learning clinic to help families with children
whose learning difficulties stand in the way of academic progress. (A searchable database of
University programs in the community can be viewed at http://calinthecommunity.berkeley.edu/).

APPROPRIATE BEHAVIOR

Policies in the Downtown Area Plan address the perception by some people that Downtown is unsafe
and that there is an excess of threatening, aggressive, and abusive behavior. There is broad
agreement in the community that such behavior is unacceptable, whether it is from high school
students, homeless youth, or persons with substance abuse problems. The perception and the reality
of inappropriate behavior by some in Downtown demands community efforts that involves various
City departments, the School District, the merchants, and the nonprofit agencies that provide
services. Downtown community members must work together and agree on what behavior is
unacceptable, and enforce standards of behavior. Much can be accomplished if merchants,
residents, and other stakeholders, become better informed of ordinances and programs that are
already in place -- along with clear instructions and direct connections to agencies that can help.
There are also ways to improve perceptions of Downtown through direct City action. Street and
sidewalk cleaning, and landscape maintenance, can occur frequently. Access to public restrooms
can be improved. Public spaces can be designed to invite all kinds of people instead of being
appropriated by a few small groups. And the City can strengthen efforts to connect people with
mental illness or substance abuse issues with programs that can help them.

**COMMUNITY HEALTH**

A 2006 City of Berkeley study showed significant disparities in the health of certain populations
attributable, at least in part, to disparities in access to health services.. Despite the City's efforts to
make health care available for those who need it, African American and Hispanic households tend to
have less access to health care services and poorer health. This is a citywide issue, but Downtown
is centrally located and is the location for significant providers of health services, such as Herrick
Hospital. Downtown also has more than its share of homeless and other at-risk populations.
Downtown should continue to play an important role in providing health care services, and could
provide an even bigger role in the future.

**Herrick Health Facility.** State seismic safety standards may require closure of Herrick Hospital (a
division of Sutter Health) to close as a health facility, but it could serve other community health
service needs and help to close Berkeley's health care gap. The city needs comprehensive health
service planning in which the future of Herrick Hospital is factored and a coherent infrastructure for
health services is retained.

**UC Community Health Campus.** The University is considering establishing a "Community Health
Campus" at the former State of California Department of Health Services (DHS) site at Hearst and
Shattuck. The University already provides many health services to the community, such as health
clinics, an optometry clinic, social work, community-based research, community outreach,
auditoriums available for community events, and other community services. Establishing a more
accessible location in the Downtown Area presents unique advantages. Furthermore, bringing a
broad array of services to a focused campus environment offers synergies among health service
program providers, researchers, students and the community. A UC health campus could become an
exceptional asset for Downtown, and could leverage economic development and other
improvements.

**GOALS, POLICIES & ACTIONS**

**GOAL HC-1: ENCOURAGE DOWNTOWN AS A THRIVING, LIVABLE, DIVERSE RESIDENTIAL
NEIGHBORHOOD WITH A MIX OF SUPPORTIVE USES.**

**Policy HC-1.1: Neighborhood-Serving Uses.** Encourage neighborhood-serving uses that allow
Downtown residents to meet daily needs on foot (see Policy LU-1.1).
Policy HC-1.2: Sufficient Open Space. Provide sufficient usable open space for residents within the Downtown Area and as part of new residential projects (see Policies LU-8.1 and OS-3.1 through OS-3.3).

GOAL HC-2: MAINTAIN GOOD QUALITY OF LIFE FOR RESIDENTS OF ALL AGES DURING DAYTIME AND NIGHTTIME HOURS IN DOWNTOWN AND SURROUNDING RESIDENTIAL AREAS.

Policy HC-2.1: Residential Daylight. Provide adequate natural light in residential units (see Policy HD-4.2).

Policy HC-2.2: Noise Mitigation. Evaluate and strengthen noise mitigation measures for preventing and eliminating noise as appropriate to Downtown’s active mixed-use environments. Recognize that Downtown’s mixed-use areas are different from other types of residential neighborhoods in that they are intended to have a higher intensity of overall activity, nighttime activity (such as restaurants and music venues), and residential and commercial uses placed in close proximity.

a) Evaluate existing noise standards and noise-related permitting for adequacy with regard to noise patterns in Downtown’s unique urban environment. Consider revisions to the City’s noise ordinance based on this evaluation.

b) Improve standards for sound insulation and for minimizing mechanical noise with best available technologies. Study the relationship between building form and materials and noise, and incorporate best ’practices for reducing and mitigating noise into the Downtown Design Guidelines.

c) Regularly monitor and analyze Downtown noise levels and their relationship to traffic, building form, nightclubs, loading, and the provision of urban services. The City shall create a noise map of the Downtown Area and surrounding blocks, and update the map regularly to assess changes in noise levels and the effectiveness of noise standards and mitigation measures. In addition, available data from prior years should be used to determine, if possible, changes in noise patterns and the reasons for them. Base on these analyzes, consider improvements to standards and mitigation measures.

d) Maintain adequate service as Downtown’s population and service requests grow, through noise-related assessment, monitoring and enforcement provisions. Consider use of agreements with businesses and landowners acknowledging the noise ordinance and agreeing to comply with it.

Policy HC-2.3: Construction Noise. Minimize and mitigate noise and other disruptions attributable to construction activities.

a) The City shall be proactive in enforcing construction activity rules regarding noise and hours of work, due to the comparatively high level of expected ongoing construction activity in Downtown.

GOAL HC-3: OFFER DIVERSE HOUSING OPPORTUNITIES FOR PERSONS OF DIFFERENT AGES AND INCOMES, HOUSEHOLDs OF VARYING SIZE AND THE DISABLED, AND GIVE
DOWNTOWN A SIGNIFICANT ROLE IN MEETING BERKELEY’S CONTINUING NEED FOR ADDITIONAL HOUSING.

Policy HC-3.1: Growth with Preservation. Allow for significant housing development in the Downtown Area while simultaneously preserving the scale of existing residential areas.

a) Significantly increase the capacity for new housing development in Core Area, Outer Core and Buffer areas, as provided for in the Land Use chapter.

b) Reduce development pressures in residential-only areas (see Policies LU-6.1 & HD-1.4),

c) Make zoning standards and Design Guidelines easy to understand and apply.

Policy HC-3.2: Affordable Housing & Supportive Services. Encourage the creation of new affordable housing projects for low- and very-low income housing, and the creation of associated supportive services (see Policy HC-4.2).

Policy HC-3.3: Larger Residential Units. Encourage larger residential units in the Downtown Area.

a) Consider zoning provisions, design guidelines and incentives that might promote residential units that are larger.

Policy HC-3.4: Home Ownership. Encourage market-rate and affordable home ownership opportunities to encourage long-term residents especially among low- and moderate-income households.

a) The City should work with lenders and developers to encourage "location-efficient mortgages," which recognize that transit- and pedestrian-oriented locations reduce household transportation cost, make more household income available to leverage loans.

b) Use fees generated by market rate housing to increase the supply of affordable housing (see Policy LU-2.2).

Policy HC-3.5: Senior & Disabled Housing. Encourage the creation of affordable housing for seniors and persons with disabilities, especially housing with supportive services.

a) Evaluate existing and potential new policy tools and incentives for housing for persons who are elderly and/or have disabilities, especially those that incorporate supportive services. Apply the most promising tools and incentives to Downtown.

b) As citywide programs for the creation of housing for seniors and persons with disabilities are refined, consider incentives for projects that are near transit and local services.

Policy HC-3.6: UC Housing. Encourage the creation of faculty, staff, and student housing on properties presently owned by the University of California (see Policies LU-5.1 & LU-5.2).

Policy HC-3.7: Fees from Market-Rate Housing. Encourage market-rate ownership housing that generates substantial fees to help pay for low-income housing and low-income services.
a) Continue citywide policies allowing the option of in-lieu fees to meet affordable housing requirements and using these fees to fund the Housing Trust Fund for the construction of low-income housing.

GOAL HC-4: PRESERVE EXISTING AFFORDABLE HOUSING DOWNTOWN AND EXPAND THE SUPPLY OF AFFORDABLE HOUSING TO LOW-INCOME, VERY LOW-INCOME AND WORKING-CLASS HOUSEHOLDS IN DOWNTOWN.

Policy HC-4.1: Prevent Displacement. Prevent displacement of existing affordable housing in the Downtown Area, except where replaced by an equivalent number of permanent similarly affordable dwelling units.

a) Enforce and consider ways to strengthen existing policies for the retention of existing rental housing for low-income residents.

b) Maintain and enhance City "acquisition and rehabilitation" efforts for affordable housing, while avoiding arbitrary or capricious displacement of tenants. Mitigate the negative effects of temporary or permanent relocation on tenants, and develop a plan for such mitigations in advance of implementation.

c) Consider incentives for the acquisition and rehabilitation of existing buildings by private owners, to maintain more affordable housing for low-income residents in Downtown.

d) Consider the use of the Housing Trust Fund and/or housing mitigation fees from office and other commercial projects for the renovation and retention of affordable housing.

e) Consider modifications to development standards to make it easier to renovate and retain affordable rental units.

Policy HC-4.2: Affordable Housing & Supportive Services. Promote the creation of permanent affordable housing with supportive services in the Downtown Area, especially for homeless individuals and families. For housing stability for tenants of all functional levels, encourage the provision of appropriate supportive services.

a) Identify opportunities to expand permanent housing with supportive services in the Downtown Area.

b) Develop a model "net-zero energy" affordable housing and green demonstration project on the City-owned Berkeley Way parking lot site (see Policies LU-2.2 & ES-2.5) with a level of underground parking if feasible, or require the developer to contribute to the construction of public parking at a nearby location in the Downtown with the goal of not reducing the overall number of off-street parking spaces (see Policy AC-1.3).

c) Develop strategies and partnerships among service providers and non-profit housing developers for rehabilitating and converting existing SRO properties using permanent supportive housing models to expand the Berkeley community's "Housing First" program.
d) Identify sites and long-term funding to support the development of and ongoing provision of
services for new permanent supportive housing to meet the needs of very low-income single
individuals and engage owners of SRO properties to convert to permanent supportive housing.

e) Encourage the creation of "micro-units," very small apartments that may not include some
features typical of most apartments (such as standard kitchens). Review zoning code, building
code, and inclusionary housing provisions for obstacles to the creation of micro-units, and
consider whether such obstacles should be removed.

GOAL HC-5: DELIVER IN DOWNTOWN EFFECTIVE AND COMPASSIONATE SERVICES FOR
SENIORS, PARENTS AND YOUTH, AND PERSONS WITH SPECIAL NEEDS, INCLUDING
INDIVIDUALS WHO ARE HOMELESS, HAVE PHYSICAL AND/OR MENTAL DISABILITIES,
AND/OR SUFFER FROM SUBSTANCE ABUSE.

Policy HC-5.1: Youth Services. Serve youth in Downtown, and encourage their health, safety and
welfare.

a) Continue existing and encourage new uses that serve youth within Downtown, including
recreation facilities (such as the YMCA, High School, and existing/future parks) and commercial
enterprises (such as laser tag, game stores, and video arcades).

b) Work in partnerships with organizations and institutions (such as Berkeley High School, Berkeley
City College, the YMCA, the Adult School, and UC Berkeley) to provide healthful activities,
counseling, career planning, job training/placement, medical, and other beneficial services for
teens and young adults -- including parenting support programs (see Policy ED-8.2).

c) Support initiatives where teens and young adults can contribute to Downtown through internships
and civic activities. Encourage developers to hire local youth enrolled in state approved
construction apprenticeships programs that have a proven record of success.

Policy HC-5.2: Training and Skill Building. Encourage life skills, job training, job referral and job
placement through programs and facilities that focus on Downtown (see Policy ED-8.2).

Policy HC-5.3: Senior Services. Serve seniors in Downtown, and encourage their health, safety
and welfare.

a) Work in partnerships with organizations and institutions (such as Berkeley City College, the
YMCA, and UC Berkeley) to ensure that appropriate senior services are available and accessible.

Policy HC-5.4: Social Services. Maintain and enhance Downtown's 24-hour social services.

a) Evaluate existing services in the Downtown Area and identify possible improvements.

b) Determine programmatic objectives for future services and locations in and near Downtown
where they might be accommodated. Seek funding to modernize Veterans and social service
facilities, including if consistent with future programmatic objectives, funding to seismically retrofit
and modernize the Veterans Building.
Policy HC-5.5: Communication Services. Ensure that all persons have access to communication services, particularly during emergencies.

a) Work with telecommunications providers to ensure that public telephones are available and accessible throughout Downtown in safe locations.

b) Work with telecommunications providers to consider emergency call boxes or other publicly accessible emergency response devices in Downtown, and to implement their installation if they are shown to convey substantial public benefit and are feasible.

GOAL HC-6: PROVIDE A SAFE, CLEAN AND ATTRACTIVE DOWNTOWN, IN PARTNERSHIP WITH THE COMMUNITY.

Policy HC-6.1: Safe Environments. Encourage safe environments by addressing unsafe conditions and inappropriate behavior.

a) Establish community-appropriate standards of behavior and maintain a shared commitment among public and private stakeholders to enforcing those standards, consistent with the citywide Public Commons for Everyone initiative.

b) Distribute public information summarizing existing ordinances pertaining to street behavior and provide clear instruction on how to report aggressive behavior, and unsanitary and unsafe conditions.

c) Engage merchants, other stakeholders, the Police Department, mental health and social service providers, and homeless advocates, in defining critical issues and actions. As part of this ongoing process, monitor locations and conditions where aggressive, abusive and unsanitary behavior occurs frequently.

d) Provide adequate 24-hour public toilets in Downtown with clear signage, and provide for their ongoing maintenance, security, and frequent cleaning.

e) Establish easy mechanisms for direct communication between Downtown community stakeholders and police or other service personnel to encourage rapid response to unsafe conditions or inappropriate behavior.

f) Work in partnership with Berkeley High School and its students, parents, teachers, and staff, along with merchants, to define what constitutes appropriate behavior -- for students and adults alike—and to encourage appropriate behavior in Downtown.

g) Encourage cooperative action between the City of Berkeley, the Berkeley Unified School District, and Berkeley High School staff. The existing joint committee of City and BUSD administrators should begin by considering inappropriate Downtown behavior and ways to address it.

h) Encourage collaboration among all of the public agencies in Downtown, including the City, BART Police, UC Police, and BHS Staff, to enforce standards.
i) Expand and create new opportunities for high school and other students to support and engage in community services, social programs, and problem solving.

**Policy HC-6.2: Cleaning & Maintenance.** Encourage a clean Downtown, with landscaping that is attractive and well-maintained.

a) Consider ways to expand the capacity for cleaning and landscape maintenance through better coordination, greater efficiency and increased funding (see Policies LU-8.1, OS-1.3 and OS-1.4).

b) Give special attention to ways that cleaning and landscaping activities might be combined with expanding job training and social service opportunities.

**Policy HC-6.3: Design for Public Safety.** Promote safety in publicly accessible areas by encouraging active use of public areas, visual access, and adequate lighting (see Policies OS-4.1 through OS-4.6 and ED-2.1 through ED-2.3).

**GOAL HC-7: MAINTAIN AND EXPAND INTEGRATED HEALTH SERVICES AVAILABLE IN DOWNTOWN TO ADDRESS HEALTH INEQUITIES.**

**Policy HC-7.1. Health Services.** Encourage the retention and expansion of effective health care and health-related services in Downtown, especially to address the needs of those who would be most negatively affected by lack of accessible, centrally located health services.

a) The City should engage in an open, inclusive and transparent process for assessing the City’s health services needs -- and the role that the Downtown Area, due to its central location and accessibility, might play in meeting these needs. Among the issues that should be considered is care for acute and long-term chronic and life-threatening conditions, some of which are currently addressed at the existing Herrick health facility site.

b) The City should encourage and work with the owner of the Herrick site to include health services for the community as part of any redevelopment of the site (see Policy LU-7.1).

c) Encourage UC to move health services and programs that serve the general public into the Downtown Area (see Policy LU-7.2).

d) Encourage collaboration among all of the public, non-profit and for-profit agencies in Downtown that provide health-related services, including the City, the YMCA, nonprofit and for-profit health-related organizations, the University of California, various transportation agencies, and other service providers.
8. ECONOMIC DEVELOPMENT

STRATEGIC STATEMENT

Downtown is the heart of the city, where the community comes together to shop, to work or play, to eat or read, to exercise or just to walk. A thriving, economically successful Downtown is essential to the health of Berkeley, economically, socially and environmentally. To succeed, Downtown must build on its competitive advantages, especially its relationship to its cultural, educational, and historic assets.

CULTURE AND THE ARTS

Downtown is a center for cultural and the arts. Downtown should build on its role as a destination for drama, music, films, and fine arts and support their health and growth. The Arts District has brought together a strong complement of theatre and music venues, and cultural destinations are located throughout Downtown. As a consequence, Downtown Berkeley has experienced a cultural renaissance in the past few years, with an explosion of music, theatre and art venues.

Major new contributors to the Downtown scene are on their way. As this Plan is adopted, the University Art Museum and Pacific Film Archive is well on its way to constructing a world-class building that is sure to become a sought-out destination. The Magnes Museum also has plans to relocate Downtown, to take advantage of Downtown's accessibility and be part of its large community of cultural uses.

Downtown is also fortunate to have exceptional architectural and historic assets. Moving forward, it will be important to build on the foundation that these assets represent, as Downtown's competitiveness depends on the unique sense of place that its historic and architectural treasures afford.

The contributions of the arts and culture cannot be overestimated. In Berkeley, there are more than 130 arts and cultural organizations that collectively form one of the City's largest employment sectors. The arts provide some 3,400 jobs, reach an annual audience of 1.7 million people, and have a combined budget of $70 million. Theater and music venues can also take some credit for the success of many restaurants and unique retailers in Downtown, and economic advisors to the DAP have recommended Downtown retail strategies build on these current strengths.

RETAIL REVITALIZATION

Downtown continues to be a significant employment center and attracts tourists and visitors; it is no longer a major retail destination in the East Bay. Because of its distance from the freeway, dearth of large ground-floor retail space, and a perceived lack of convenient parking, economic advisors have indicated it is unlikely Downtown will attract a major "anchor" retailer or become a major regional retail center.

Downtown can, however, increasingly serve Berkeleyans and visitors with attractive shops, diverse restaurants, urban amenities, and an appealing and lively urban environment. Downtown provides many needs that are not met in Berkeley's neighborhood commercial centers, and offers an option for
Berkeleys to shop locally instead of driving to other cities. Good transit connections between
Berkeley residential neighborhoods and Downtown are an essential part of a sustainable Berkeley.

Downtown also offers opportunities to enjoy a blend of small shops, restaurants, and services, which
are often unique. Downtown has many small retail spaces, as the median size of Downtown’s 317
ground-floor spaces is only 1,460 square feet (2008). Downtown also has synergies among small
retailers that make it a one-of-a-kind retail destination, such as a cluster of bookstores and game
stores in the Shattuck Square area.

The quality and character of Downtown is essential for Downtown to compete with other destinations.
In Downtown an array of local goods and services are available within a pedestrian-oriented district
that has exceptional transit service, where a positive sense of place can be cultivated. It is important
that visitors, residents, students and workers find clean, safe and well-designed streets and open
spaces.

RESIDENTIAL FOUNDATION

Downtown is also a growing residential neighborhood. Downtown residents and businesses are
mutually supportive. Downtown shops and services make it possible for more people to meet their
daily needs by walking, and the patronage of residents encourages healthy and successful local
businesses.

The growth of Downtown into a great urban residential neighborhood is an essential part of the
foundation upon which Downtown’s economic success must build built. Housing supports Downtown
businesses and contributes to the city’s vitality -- while also offering a car-free environment that helps
minimize transportation-related greenhouse gases.

Downtown Berkeley can be a model for integrating economic development and environmental
protection. A “green” and sustainable Downtown should be integral to its economic development.
Green means not only abundant tree canopy and attractive landscaping and open spaces but also
the use of cutting-edge technologies that protect water quality, conserve resources and reduce
energy consumption. Downtown should attract and support “green” businesses and should be
promoted as a destination for visiting green businesses and seeing best environmental practices up
close.

In addition to building on the strength of its existing commercial, residential, and institutional uses,
Downtown must also build on the strength of its location. While relatively distant from a freeway, it
has some of the best transit access in the Bay Area. While cars are not the preferred mode for going
Downtown, it is important to provide adequate parking for patrons of Downtown businesses, while
simultaneously discouraging automobile commuters. As part of an economic development program,
it is also important that appropriate signage and pricing be used so that people can find parking easily
and also so parking is used efficiently.

Downtown forms the heart of the Berkeley community. Not only is it centrally located, but it is also
Berkeley’s symbolic center. As such, it must provide services, goods, and cultural resources that
meet the needs of Berkeleyans of all incomes and ethnicities, as well as the needs of people of all
ages and household types including families, the elderly, and students.
CENTER OF EMPLOYMENT & EDUCATION

Downtown is the heart of a "city of learning." Downtown contains or is next to major educational anchors including the University of California, Berkeley City College, Berkeley High School, the Central Library, and a concentration of learning-related businesses and institutes.

Downtown is one of two major employment centers within Berkeley, the other being West Berkeley. Downtown's professional, technical, government and service offices serve the community and the Bay Area. Jobs in Downtown range from entry-level opportunities to the highest levels of professional and academic achievement. Several job training and job placement programs are located Downtown.

Downtown has had a relatively low vacancy rate in offices through the ups and downs of the economy, and rental rates for offices are relatively high compared to many portions of the Bay Area. The low vacancy rate is partly because most of Downtown's office space serves the needs of the University or Lawrence Berkeley National Laboratory. In light of its growing needs, the University's plans to construct an additional 800,000 square feet of office, research and cultural space in and adjacent to the Downtown Area, and UC staff and employees will continue to make significant contributions toward Downtown's economic vitality.

Because many businesses are eager to be near to the University and Lab, and because the University tends to spin off new businesses, a strong demand for Downtown office space is likely to continue. A 2006 study indicated that since 1997, 104 start-up companies began as spin-offs from research activities at the University and at the Lawrence Berkeley Lab. However, only 14 of these companies remain in Berkeley, and the study suggested that approximately 25 more could have been retained if Berkeley had more medium- and large-sized space and policies that encouraged retention of such businesses.

BUILDING ON STRENGTHS

Downtown's commercial area is very large for a city of about 100,000 people. City policies and programs can help recruit retail uses that are complementary to existing uses or fill an unmet market niche. For Downtown, these include games, books, apparel, home furnishings, computers, electronics, bicycles, and shops or restaurants relating to cultural uses. In addition, new office and residential uses will bring higher levels of spending, while minimizing local and regional traffic impacts.

In order for an economic development strategy to "build on strengths," it must also emphasize targeted strategies that follow a fine-grain understanding of existing uses and characteristics in each subarea -- resulting in healthier and more diverse retail. This does not necessarily mean establishing significantly different zoning use standards for different Downtown commercial areas, but perhaps establishing policies that recognize the importance of certain types of uses in certain locations through incentives and special.

For example, the area around the BART station forms a distinctive core that is ideal for supporting a highly intensive mix of offices and housing, which will support more varied and vigorous retail, in the "Core Area." Based on existing conditions, such as high levels of foot traffic between BART and the
University, the focus of such retail should begin on Shattuck and extend east on side streets toward the University.

Near BART and west of Shattuck, cultural and governmental uses predominate. While some restaurants and boutiques might take advantage of these uses, this subarea is poorly suited for retail.

Farther from BART but still within easy walking distance, the Downtown Area becomes progressively more residential. There is less intensity of activity and commercial activity tends to be more neighborhood-serving businesses. In these areas, a more neighborhood-focused retail strategy is recommended.

**GOALS, POLICIES & ACTIONS**

**GOAL ED-1: SERVE THE NEEDS OF THE NEIGHBORHOOD AND THE CITY, AND MAKE DOWNTOWN A MORE ATTRACTIVE REGIONAL DESTINATION, BY BUILDING ON DOWNTOWN’S UNIQUE BLEND OF CULTURAL, HISTORIC, ENTERTAINMENT, ART, EDUCATIONAL, AND COMMUNITY INSTITUTIONS AND BY PROMOTING SUCCESSFUL RETAIL BUSINESSES AND OTHER ATTRACTIONS WITH DAYTIME AND NIGHTTIME POPULATIONS TO SUPPORT THEM.**

**Policy ED-1.1: Shop Downtown.** Encourage shopping Downtown, especially by Berkeley residents and UC faculty, staff and students.

- a) Work with local organization, such as the Downtown Berkeley Association (DBA), the Convention and Visitors Bureau, the Chamber of Commerce, UC Berkeley, the Berkeley Cultural Trust to developed marketing and business support programs, attract appropriate tenants, and promote “best practices” for merchandising.

- b) Conduct surveys to help identify retail businesses not currently located in the area that could serve Berkeley residents and UC faculty, staff and students.

- c) Maintain and enhance "Shop Berkeley Programs" to encourage patronage of Downtown businesses, and to educate the public about the benefits of local independent businesses.

- d) Enhance safety and cleanliness on Downtown streets (see Policies HC-6.3, OS-4.1 and OS-4.6).

**Policy ED-1.2: Retail, Restaurants & Cultural Uses.** Support existing and encourage highly functional and viable new retail, restaurant, and cultural uses (such as theaters, music, museums, and galleries).

- a) Reduce discretionary review and streamline permits, to the extent feasible, for retail, restaurant and cultural uses.

- b) In new buildings, require ground-floor space devoted to retail, restaurant, and cultural uses to have a minimum floor-to-ceiling height of 15 feet (Policy HD-4.1).
c) Along streets where a continuous series of shops, restaurants and cultural uses are attainable, amend Zoning provisions to require and/or encourage street-facing retail, restaurant, or cultural uses as part of new development or adaptive reuse (see Figure LU-4: Public-Servicing Frontage Required).

d) To promote functional and viable retail, minimize street-level parking to the extent feasible (see Policies AC-3.7 & HD-4.1).

e) Consider alternatives to retail, restaurant and cultural uses where public-serving uses should meet the street, but market support for retail/restaurants may be limited (see Policy LU-1.1).

f) Focus economic development, historic preservation, street improvement, and maintenance resources toward promoting retail in well-defined subareas with the most opportunity for success and synergy.

- Work with stakeholders such as the Downtown Business Association, property owners, and real estate brokers, to regularly consider the rate and location of vacancies, and to identify and recruit appropriate and complementary new tenant mixes.

- In the near term, give special attention to Shattuck Avenue from Kittredge Street to University Avenue, and secondarily to the segments of University Avenue, and Addison and Center Streets, between Shattuck to Oxford.

Policy ED-1.3: Rehabs and Reuse. Encourage the rehabilitation and reuse of existing buildings. Alter administrative review procedures and consider other zoning modifications to expedite approval of appropriate exterior modifications to existing buildings (not including designated historic resources), when consistent with the Downtown Design Guidelines (see Policies HD-1.1 & HD-4.1).

Policy ED-1.4: Larger Retail Spaces. To make Downtown a stronger destination, promote the creation and retention of larger retail spaces of about 10,000 square feet or larger, to help attract larger retailers currently missing in Downtown. Identify larger retail types that may do well in Downtown (such as for electronics, computers, appliances, and apparel).

a) Consider incentives to encourage the creation and retention of retail space over 10,000 square feet.

b) Review and, if necessary, modify zoning provisions to discourage the subdivision of existing large spaces.

c) Encourage the University to create larger retail spaces on University Avenue and Shattuck Avenue (see Policies LU-4.1 & HD-5.1).
Policy ED-1.5: Entertainment & Culture. Strengthen Downtown a prime regional destination for alternative and mainstream cinema and live theater and music.

a) Work to retain and expand existing cinema and theater facilities.

b) Work with cinema and theater owners to upgrade to state-of-the-art facilities.

c) Evaluate the theater- and cinema-going experience in subareas where theaters are concentrated. Recommend public enhancements, possibly as part of the Street & Open Space Improvements Plan (see Policy OS-1.2). Give special attention to improving the theater-going experience near Shattuck and Kittredge Street and near Shattuck and Addison, as well as the connection to nearby parking facilities.

d) Promote the arts and cultural events, programs and activities.

Policy ED-1.6: Families. Promote family-friendly uses in Downtown, such as childcare and preschool, and cultural, recreational, and educational activities for children, such as Habitat and the YMCA.

a) Consult with existing family-friendly businesses and organizations to determine what factors are critical to their retention and expansion. Consider incentives and programs that will support and retain existing family-friendly businesses and organizations.

b) Work with DBA, property owners, real estate brokers, and other Downtown stakeholders to recruit new family-friendly businesses and organizations to Downtown.

Policy ED-1.7: Educational Uses. Promote educational uses in Downtown, and enhance Downtown as a center of learning.

a) Work with educational institutions to retain and expand lectures, instruction, and public events in the Downtown Area. Such educational institutions include, but are not limited to: such as University of California, Berkeley Public Library, Berkeley High School, and Berkeley City College. Consider incentives and programs that might help encourage such activities.

b) Encourage public awareness of educational activities in Downtown through City communications, and by encouraging organizations to publicize events of public interest.

Policy ED-1.8: Conference Facilities. Seek to retain and expand meeting and conference facilities.

a) Support efforts by the Convention and Visitors Bureau and the Downtown Berkeley Association (DBA), to inventory and publicize available meeting and conference facilities in Downtown.

b) Encourage the inclusion of meeting and conference spaces to serve the private sector and the general public within new office and institutional development projects.

c) Work with existing businesses and educational institutions to promote the use of suitable underutilized spaces as additional meeting and conference facilities.
Policy ED-1.9: Hotels. Encourage hotels in the Core Area.

a) Allow greater building height for major hotels than is generally allowed, if the hotel project delivers significant additional public benefits (see Policy LU-1.1).

b) Consider other incentives for major hotel projects, commensurate with the unique public benefits that hotels are likely to deliver.

c) Partner with hotel developers to seek State and/or Federal funding that may support hotel projects and/or associated public improvements.

d) Evaluate the impacts of hotels during the permit review process with respect to the impact of anticipated hotel employees on the demand for housing, transit and other public services, and measures that would be taken by the hotel to mitigate those impacts.

Policy ED-1.10: Attractive Signage. Improve public signage to make it more attractive and reduce "visual clutter," such as by eliminating unnecessary signs or avoiding unnecessary variety in style.

a) Seek ways to consolidate new and existing signs.

b) Develop guidelines for the appearance and placement of signs, possibly as part of the Streets & Open Space Improvements Plan (see Policy OS-1.2).

Policy ED-1.11: Visitor Signage. Enhance and expand signage and other features to help visitors navigate Downtown, such as to find transit, public parking or major destinations.

a) Develop a “wayfinding” masterplan for directional signs and information kiosks, possibly as part of a Streets & Open Space Improvements Plan. Give consideration to:

- the location of common destinations, especially cultural venues;
- points of interest, such as historic resources and environmental sustainability features;
- visitor arrival points, such as near BART and larger parking garages;
- transit stops and stations with real-time bus and BART train arrival times;
- signage showing real-time parking availability in larger garages (see Policy AC-3.1).

Policy ED-1.12: Parking. Address perceived parking availability problems associated with retail, restaurant, cultural, educational, entertainment, and hotel uses (see Policies AC-3.1 & AC-3.6).

GOAL ED-2: MAINTAIN SAFE AND INVITING STREETS, PARKS & PLAZAS THAT CONTRIBUTE TO THE SUCCESS OF BUSINESSES AND THE WELL-BEING OF RESIDENTS.

See chapter on "Streets and Open Space" for design-related policies for this goal.

Policy ED-2.1: Activity & Safety. To promote activity and safety in public open spaces, encourage outdoor dining, street fairs, outdoor merchandising and other private uses, as appropriate.
a) Review existing City policies and procedures that may pose barriers to outdoor dining and street fairs on public property. Also consider other private uses that could help enhance public spaces. Eliminate barriers to the extent possible, while also assuring that private users pay a fair share of public maintenance costs.

**Policy ED-2.2: Public Conveniences.** Establish new and enhance existing publicly accessible convenience facilities such as restrooms, drinking fountains, and other amenities.

a) Publicly accessible convenience facilities should be an integral part of planning for public spaces, such as through the creation of a Streets & Open Space Improvements Plan (see Policies OS-1.1 & OS-1.2).

b) Publicly accessible convenience facilities should be maintained to highest practical standards, through the allocation of adequate City resources and through public-private cooperation.

**Policy ED 2.3: Clean Public Spaces.** Promote clean and well-maintained streets, parks, and plazas.

a) Allocate portions of hotel transient occupancy tax (TOT) revenues, future increases in parking revenues, and/or revenues generated by new development, to help pay for street and open space improvements and the upkeep of the public realm (see Policies LU-8.1 & AC-3.5).

**GOAL ED-3: TO MAKE DOWNTOWN MORE ATTRACTIVE AND ECONOMICALLY SUCCESSFUL, ENCOURAGE PLACE-MAKING THROUGH THE PRESERVATION OF HISTORIC BUILDINGS, STREET AND OPEN SPACE IMPROVEMENTS, AND HIGH-QUALITY NEW CONSTRUCTION.**

*See Historic Preservation & Urban Design and Street & Open Space" chapters.*

**GOAL ED-4: ENSURE THAT UC BERKELEY IS A PARTNER IN PROMOTING A HEALTHY AND VITAL DOWNTOWN.**

**Policy ED-4.1: Guiding and Cooperating with UC Berkeley.** Provide guidance to the University regarding actions that they can take regarding the Downtown Area Plan, and cooperate with the University in carrying out the Plan.

a) Work with the University to develop a summary of UC-related policies and implementing actions contained in the DAP. Review this summary regularly, and consider ways to implement the DAP more effectively.

b) Work toward the timely adoption of Zoning provisions and Downtown Design Guideline amendments in order to further guide UC development initiatives in the Downtown Area.

**Policy ED-4.2: Community Uses & Economic Activity.** Encourage the University to locate academic and related programs that have a strong community component and can encourage economic activity Downtown (see Policy LU-5.1).
Policy ED-4.3: Downtown Retail. Encourage the University to use its development to strengthen Downtown retail (see Policy LU-1.1).

a) Encourage the University to make development along Shattuck and University Avenue a near-term priority, because of its economic benefits to Downtown. Work with UC Berkeley staff and administrators to accelerate UC's current 10-year timetable for development in these locations.

Policy ED-4.4: Fair Compensation. UC Berkeley should fairly compensate the City for taxes lost when the University leases, buys, or occupies space that was previously occupied by private tenants.

a) The City should seek an agreement with the University to establish a mechanism such that if UC leases or occupies any space within private office/commercial development, or purchases land Downtown, it will provide to the City financial support equivalent to the taxes and/or fees that the City would receive if private users were leasing, occupying or owning the space.

GOAL ED-5: INCORPORATE SUSTAINABLE PRACTICES AS AN ESSENTIAL COMPONENT OF ECONOMIC DEVELOPMENT, AND ESTABLISH DOWNTOWN AS A RECOGNIZED CENTER FOR BUSINESSES AND INSTITUTIONS THAT ARE COMMITTED TO ENVIRONMENTAL SUSTAINABILITY.

Policy ED-5.1: Green Businesses. Encourage "green businesses" Downtown.

a) Promote environmental business practices (see Policy ES-2.2).

b) Work with developers, real estate brokers, local companies, the University of California, the Convention and Visitors Bureau and the Downtown Business Association to promote Downtown as a model of sustainable design.

c) Develop a marketing plan for attracting green businesses and initiatives that focuses on Berkeley's reputation for environmental innovation, education, research, entrepreneurialism, and transit-oriented development. Encourage environmentally focused organizations, conference and education venues, small businesses, "start-ups," and research.

d) Work to attract East Bay Green Corridor Partnership uses in Downtown, to demonstrate the City's and the University's leadership in promoting sustainability (see Policies ES-2.1 & LU-5.3).

Policy ED-5.2: Public Awareness. Increase public awareness of environmental features and programs Downtown (see Policy ES-1.2).

Policy ED-5.3: Local Food and Businesses. Promote strategies that connect Downtown residents, businesses and visitors with local sources of products, services, and healthful foods.

a) Promote and support organizations that promote farmers markets, "community supported agriculture," and buy-local initiatives.

b) Seek to retain Downtown's Saturday farmers' markets by continuing to make Center Street between Milvia Street and MLK Way available for farmers markets on Saturdays. Work with farmers' market providers to explore opportunities to serve Downtown on other days of the week.
c) Review City regulations and procedures to identify obstacles to sidewalk produce stands and consider eliminating such obstacles.

Policy ED-5.4: Local Businesses. Encourage the retention and creation of small and locally-owned businesses (see Policies ED-8.2 & ED-9.1).

GOAL ED-6: INVEST IN CIVIC IMPROVEMENTS (SUCH AS STREETS, OPEN SPACES, AND COMMUNITY FACILITIES) TO ENHANCE DOWNTOWN AS A PLACE TO LIVE, WORK, AND VISIT.

See chapters on Land Use, Streets & Open Space, and Historic Preservation & Urban Design.

GOAL ED-7: PROMOTE DOWNTOWN AS A REGIONAL CULTURAL CENTER AND VISITOR DESTINATION.
Policy ED-7.1: Culture & the Arts. Promote the arts and cultural events, programs and activities, especially those that embrace diverse traditions and are accessible to persons of all economic means.

a) Support the Civic Arts Commission and cultural groups in Berkeley that support emerging local artists and cultural organizations.

b) Support Arts District stakeholders and other cultural groups that bring expressions of ethnic, religious, cultural, and minority institutions to Downtown.

c) Encourage long-term and affordable space for arts, culture, and other desirable uses that cannot pay market rents (see Policy LU-8.2).

d) Consider establishing facilities for outdoor public performances of music, drama, dance, poetry, or other performance arts (see Policies OS-1.1 & OS-1.2).

Policy ED-7.2: Tourism & Visitors. Promote Downtown as a tourist and visitor destination.

a) Strengthen retail and restaurants in Downtown (see Policy ED-1.2).

b) Encourage hotels in the Core Area (see Policies LU-1.1 & ED-1.9).

c) Support advertising for Downtown that emphasizes its history, commitment to sustainability, proximity to UC Berkeley, cultural uses, etc.

d) Improve "wayfinding" signage that helps visitors navigate Downtown (see Policies ED-1.10 & ED-1.11).

e) Capitalize on the Berkeley Art Museum and Pacific Film Archive's arrival in Downtown, and possible connections to other theaters along Addison Street and creation of Center Street Plaza (see Policies LU-5.1 & HD-5.1).

GOAL ED-8: INCREASE THE NUMBER OF DOWNTOWN JOBS THAT GO TO BERKELEY RESIDENTS, AND SUPPORT THE DEVELOPMENT OF JOB SKILLS FOR BERKELEY RESIDENTS -- ESPECIALLY BERKELEY'S YOUTH.

Policy ED-8.1: Job Development. Connect Downtown businesses with the employment needs of Berkeley residents, and address existing chronic unemployment and under-employment among local populations. A special emphasis should be placed on providing Berkeley youth with job skills and entry-level job opportunities. Buildings in excess of 85 feet should provide significant community benefits in this regard, beyond what would otherwise be required (see Land Use Policy 8.2).

a) Gather information on the types of employment available Downtown and make this information available to educational institutions and job training.

b) Encourage job training (such as employment counseling, referrals, placement, and retention) and the development of life skills (such as parenting, grooming, and personal finances) for Berkeley
residents and homeless populations by working with Downtown’s public and private institutions, nonprofit organizations, and businesses.

c) Strengthen citywide job referral and job placement programs for Berkeley’s residents (such as “First Source”), and work with Downtown business and job training organizations to help Berkeley residents obtain Downtown employment. Consider requiring construction firms and labor unions that work on public improvements to participate in on-the-job training for Berkeley residents, including Berkeley youth.

d) Support job placement and professional internship programs for youth in the Downtown Area, such as at the YMCA and Berkeley High School, and help these programs network with Downtown business organizations.

e) Consider incentives for developers and new businesses to provide on-the-job training and employment opportunities, and consider inclusion of job opportunities for Berkeley’s workforce as part of City-developer negotiations.

f) Consider how job training opportunities might be joined with Downtown cleaning and landscaping activities (see Policy HC-6.2).

Policy ED-8.2: Business Opportunities. Serve the growth needs of existing Downtown businesses, and support start-up businesses Downtown, especially ones that capitalize on the proximity of UC Berkeley. Take advantage of the composition of Berkeley’s existing workforce (such as professionals and high-tech workers who now commute elsewhere), and its ethnic and cultural diversity.

a) Encourage new office space Downtown by allowing uses and building heights described in the Land Use chapter.

b) Work with the University to encourage its faculty and recent graduates to locate new and/or existing businesses Downtown.

GOAL ED-9: ENCOURAGE LOCAL BUSINESSES THAT REPRESENT THE CITY’S DIVERSE ETHNIC, CULTURAL AND INCOME GROUPS.

Policy ED-9.1: Local Businesses. Encourage the retention and creation of small businesses and locally-owned businesses.

a) Establish economic development strategies to retain existing small and locally owned businesses, and to encourage the establishment of new businesses with ownership structures that keep consumer dollars in the local economy.

b) Maintain and expand "Shop Berkeley" promotion and education efforts specific to Downtown (see Policy ED-1.1).

c) Continue existing and consider new low-interest loans to encourage and support local small businesses in Downtown.
d) Provide training to small businesses for their improvement and to make Downtown a more effective business district (see Policy ED-1.1).

e) Seek to recruit ethnically- and culturally-focused restaurants and other businesses in other cities to move to, or open another branch in, Downtown.

f) Seek to avoid arbitrary or capricious displacement of business tenants, and mitigate the negative effects of temporary or permanent relocation on businesses.

GOAL ED-10: SERVE THE HOUSING NEEDS OF ALL INCOME GROUPS AND PROVIDE A GROWING BASE OF RESIDENTS WHO SUPPORT A BROAD RANGE OF DOWNTOWN RETAIL AND OTHER BUSINESSES.

See chapter on Housing and Community Health & Services.

GOAL ED-11: PROVIDE ACCESS TO DOWNTOWN, WHICH SUPPORTS RETAIL, RESTAURANTS, ENTERTAINMENT, HOTELS AND CULTURAL USES.

See chapter on Access.

GOAL ED-12: PROVIDE INCREASED REVENUE TO SUPPORT CITY GOALS, AND A RETAIN A PORTION OF THAT REVENUE IN DOWNTOWN TO IMPROVE AND MAINTAIN A HIGH QUALITY OF ENVIRONMENT.

Policy ED-12.1: Revenues for Downtown. Retain a significant portion of any increased revenues from Downtown to provide public benefits and implement priorities of the Downtown Area Plan when and to the extent compatible with other budget needs and priorities (see Policies LU-8.1, LU-8.2, AC-3.6, and OS-1.4).

a) To pay for Downtown improvements and programs, develop a Financing Plan (or Financing Plans) for the Downtown Area to identify potential sources of funding, project potential revenues and prioritize potential improvements and programs – and in the context of citywide priorities. Specifically, accompany the Consolidated Parking/TDM Program* (see Policy AC-1.3) and the Streets & Open Space Improvement Plan (see Policy OS-1.2) with Financing Plans, and coordinate such Financing Plans within an overarching financing strategy.
FIGURE IN-3:
Existing Street-Level Uses
as of 2006

UC Properties - as of 2009
NOTES

Opportunity Sites are illustrative and include lots that are:
- Vacant OR
- 1 story OR
- 2-3 story near BART OR
- 2-3 story in 'very poor' condition.

All sites will be developed.

There may be additional sites beyond those shown.

FIGURE IN-4:
Potential Development
Opportunity Sites

Adopted July 14, 2009
Figure IN-6: Driving and Residential Density
(Adapted from Holtzclaw 2002)
FIGURE LU-1: Allowable Building Heights

Adopted July 14, 2009

NOTES
See Table LU-1: Allowable Building Heights for detailed height allowance information.

R-2A height limit applies except for affordable housing projects and publicly-accessible parking having no retail or office space which should be allowed a maximum height of 65 feet.

Steppbacks apply where abutting residential-only areas exist.

UC Projects not subject to Use Permit and may be built to 100 feet in Core Area and Outer Core.

Maintain R-4, with a special use permit for additional height only allowed for the provision of affordable housing. See Policy LU-6.1c.
FIGURE OS-2: Green Stormwater Infrastructure Concept

- Rain Garden/ Wetland/ Swale Opportunities
- ----- New pipe may be required with improvements
- >>> Existing Stormwater Pipe Connections

Legend:
- Stormwater Inflow
- Stormwater Outflow
- Ohlone Parkway Extension
- Ohlone Park (E)
- University Crescent
- Strawberry Creek (E)
- Kittredge Green (N)
- Fulton Street
- Oxford Street
- Center Street Plaza (N)
- Alston Max
- Shattuck Avenue
- Park Blocks
- Berkeley High School
- Civic Center Park
- Strawberry Creek Daylighting
- Existing/Strawberry Creek Conduit
- Center Street Greenway
- DAP Boundary
- Stormwater Outflow
Revised March 25, 2009. While the map is generally accurate, corrections will be made and the status of any individual parcel should be verified. For site-specific information see the DAP Reconnaissance Survey Matrix.