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SOUTH BERKELEY AREA PLAN

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THIS PLAN IS DEDICATED TO THE PRESERVATION AND REVITALIZATION OF THE SOUTH BERKELEY COMMUNITY. THE PLAN REPRESENTS THE DESIRES AND VISIONS OF PEOPLE WHOSE ROOTS ARE IN SOUTH BERKELEY, AND WHO COMMITTED THEMSELVES TO THE PROCESS OF CREATING A DOCUMENT THAT WILL GUIDE PLANNING EFFORTS IN SOUTH BERKELEY FOR YEARS TO COME.

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INTRODUCTION TO THE SOUTH BERKELEY AREA PLAN

The South Berkeley Area Plan has been developed as a result of many months of thoughtful research, analysis, and collaboration between community leaders, residents, business persons, and property owners meeting as the South Berkeley Area Plan Committee. The Plan, which will be an amendment to the City's Master Plan, will serve as a blueprint for the future growth and development of the South Berkeley community over the next fifteen years.

The 1977 Berkeley Master Plan provides an overall framework of goals and policies for the various activities (land use, housing, transportation, open space, etc.) which affect the future of the City. However, the varied needs of different communities within Berkeley are not sufficiently addressed by the General Plan. Area Plans, such as this one, serve as a means of assessing the strengths and needs of each individual community, and of targeting appropriate policies and implementation strategies to meet these needs.

Most importantly, the South Berkeley Area Plan is a blueprint whose architects are those individuals who are most qualified to determine its content: the citizens who have invested their lives in the future of South Berkeley.

The South Berkeley Area Plan presents a vision of South Berkeley, and at the same time, recommends practical approaches to implementing the goals and policies desired by the community. One such potential approach is the use of redevelopment funds to support some of the desired projects and programs in the areas of housing, economic development, infrastructure, transportation, hazardous materials management, historic preservation, urban design, and open space.

The Plan recognizes the distinction between the South Berkeley area planning process and the redevelopment planning process: the former process establishes the needs and goals of a particular community within Berkeley, while the latter will determine the desirability of declaring certain areas of the City redevelopment zones as a tool to implement the Plan. The goals and policies developed in the Area Plan must be evaluated and adopted apart from any potential funding mechanisms, including redevelopment.

Redevelopment is mentioned in the Plan only as a potential funding source in the recognition that, while redevelopment represents one potential means of implementing certain proposed projects and programs, it is not known whether the City Council will approve a South Berkeley Redevelopment Plan. The Area Plan is not committed to the use of any specific funding mechanism; it encourages the evaluation of all potential funding sources. Redevelopment funds represent one possible option among other possible sources of support and will be evaluated in this light during the Plan's implementation phase.

Description of the Plan

The South Berkeley Area Plan has two major goals: the retention and encouragement of an existing and vital Black community, and the revitalization of the community's economic base.

The Plan advocates policies and implementation strategies that will result in substantial improvements to the physical and economic life of the South Berkeley community, while ensuring that the direct benefits of these changes are realized by current residents and business persons. Community and nonprofit participation are stressed in the Plan as mechanisms for redirecting the social and market forces that have eroded the Black population base, reduced resident access to affordable housing, and undermined the potential for property and business ownership by the Black community.

The timeframe for the Plan encompasses 15 years from 1990 to 2005. Full implementation of the Plan will require more than 15 years. Consequently, the Plan will be periodically updated in order to assess progress towards the Plan's goals. (See Economic Development Element and Housing Element for a more detailed discussion of these programs and regulations).

The South Berkeley Area Plan is composed of seven elements and one report. Each element contains a statement of the findings and related goals, policies, and implementation strategies. The reader is referred to tables contained in Section VI of the Technical Appendix as the bases for the findings.

The Economic Development Element and the Housing Element form the cornerstone of the Plan. The Economic Development Element stresses the retention of existing businesses through technical assistance programs and low interest loans. This Element seeks to attract new businesses that will expand the range of South Berkeley's community and regional serving enterprises. Public/private partnership and City targeting of desirable businesses are two approaches stressed in the Plan. The Economic Development Element also addresses South Berkeley's unemployment problem, recommending improvements to the job training and placement system, stronger linkages between South Berkeley's economy and the Citywide economy, and the development of community based institutions such as a Cooperative Credit Union which can retain capital in South Berkeley.

The Housing Element seeks to preserve housing quality and affordability for low and moderate income tenants and homeowners, promotes nonprofit ownership of housing, and advocates a range of rental and homeowner assistance programs.

The third element, the Land use Element, specifies existing and desirable South Berkeley land uses, including mixed commercial and residential uses along major commercial corridors, residential uses, appropriate uses for existing vacant lots and buildings, and open space and recreation uses.

The fourth element, the Open Space Element, identifies existing open space and recreation facilities and advocates improved programming, supervision, maintenance, and security at these facilities. The Element also recommends urban design improvements to commercial areas.

The fifth element, the Historic Preservation and Urban Design Element, discusses South Berkeley's varied history over the past one hundred and fifty years and the importance of preserving historically significant buildings. This element stresses the necessity for neighborhood preservation which promotes the retention and enhancement of the existing community as well as the preservation of historically valuable buildings. The development of urban design and historic design guidelines is emphasized as a means of ensuring compatibility between new development and the existing historic character of the area.

The sixth element, the Community Resources Element, identifies existing community organizations, churches, social services agencies, and other community resources, identifies service gaps, and advocates improved services and stronger linkages between existing resources.

The final element is the Environmental/Public Facilities Element which integrates three major areas that affect the quality of South Berkeley's physical environment: transportation concerns, infrastructure needs, and hazardous materials management.

There are three Appendices to the Area Plan. The first Appendix describes the citizen review process that resulted in the development of the Plan. The second Appendix is a Demographics Report which presents a demographic profile of South Berkeley residents, including education levels, income status, employment and occupation categories, and ethnicity. This report points to a major loss of the Black population from 1970 to the present, a factor which influences the Plan's policy recommendations.

The third Appendix addresses methodological questions, provides descriptions of South Berkeley community programs, describes desired transportation improvements and areas for further study, and details federal and state laws governing hazardous materials management. This appendix also includes the Tables and Maps which provide the data base for the Plan.

Description of the Area

The South Berkeley community is located in the south central portion of the City, encompassing approximately 742 acres. South Berkeley in 1980 had a total population of 14,660 persons, 68% of whom were Black. The community includes some of Berkeley's most racially diverse areas. South Berkeley is defined by Dwight Way to the north, the Berkeley/Oakland border to the south, Shattuck Avenue to the east, and San Pablo Avenue to the west.

South Berkeley can be divided into five distinct neighborhoods. The San Pablo Neighborhood is characterized by owner occupied single family dwellings. The Grove Park Neighborhood is primarily older single family homes and is bisected by three major streets. The South West Neighborhood, South Central Neighborhood, and Ashby Adeline Neighborhood are located in the core of the South Berkeley community south of Ashby Avenue. The Adeline Street corridor, which bisects the Ashby Adeline and South Central

Neighborhood, is one of the oldest streets in Berkeley. Much of the housing adjacent to Adeline Street dates back to the early 1900s. (See Map 1 following page 19 of this document)

South Berkeley is a predominantly residential community with a wide variety of dwelling unit types. Single family homes represent 75% of the area's residential structures. Duplexes, triplexes, and fourplexes are widely distributed throughout the community, while there are a sizable number of buildings with ten or more units. The majority of buildings were constructed in the 1920s. Residential construction since 1960 has been predominantly apartment buildings. The majority of structures are structurally sound.

South Berkeley is served by several major commercial corridors: Shattuck Avenue, Adeline Street, Sacramento Street, and San Pablo Avenue. South Berkeley's commercial sector is characterized by small retail establishments. The largest single group of businesses along Shattuck Avenue is auto repair/sales and offices. The largest single commercial use along Adeline Street is antique stores, followed by offices. Beauty/barber shops and small food stores predominate along Sacramento Street. San Pablo Avenue is characterized by numerous transportation related uses, including auto repair/sales and gas stations/car washes.

Many of the smaller retail businesses are unable to offer a wide variety of products, due in part to South Berkeley's relatively low average household income. Limited patronage has the effect, in turn, of limiting the growth of South Berkeley's businesses. This cycle will be broken with increased business assistance and funding for commercial rehabilitation and expansion, coupled with a reduction in South Berkeley's high unemployment rate.

South Berkeley's unemployment rate in 1980 was 14%, twice as high as the Citywide average of 7%. Federal funding cuts have reduced or eliminated job training programs, contributing to a large unskilled labor force. South Berkeley cannot generate the job base needed to employ those residents currently without work. Other areas of Berkeley, particularly West Berkeley and the Downtown, are likely sources of employment for South Berkeley residents.

Background

Annexed to the City in 1892, South Berkeley was comprised mostly of a range of European Ethnic groups attracted to the area due to the Lorin Station train stop at Adeline Street and Alcatraz Avenue. This stop provided a connection to the main Southern Pacific Railroad Station in Oakland. During the 1920s and 1930s, there was a gradual influx of Japanese and Black residents to South Berkeley, creating the most culturally diverse population in the City.

South Berkeley's Black population increased steadily between the 1940s and the 1960s, due to the availability of jobs at local shipyards and factories, the migration of White persons to nearby suburbs, and the availability of housing attributable to the tragic relocation of South

Berkeley residents of Japanese descent during World War II. Beginning in the 1960s and continuing into the present, there has occurred a significant displacement of South Berkeley's Black population. Between 1970 and 1980, there was a 21% loss of Black residents.

A number of factors have contributed to this Black population loss, including: rising housing costs that have forced renters to look to other cities for housing and made it difficult for Black homebuyers to purchase homes in South Berkeley; South Berkeley's lower rental and home sales prices relative to other areas of Berkeley which attract higher income persons, the majority of whom are White; a nationwide trend towards smaller households which has the effect of increasing housing demand; the maturation of families, resulting in the departure of children seeking lower housing costs; more affordable housing opportunities in adjacent Black communities such as Oakland and Richmond.

Community Revitalization

The purpose of the South Berkeley Area Plan is to promote community revitalization, the direction and scope of which has been defined by the community's residents, business persons, and property owners. This Plan advocates a range of solutions to community concerns, linking revitalization goals to implementation strategies based on a realistic allocation of public and private resources.

VISION FOR SOUTH BERKELEY

The underlying theme of the South Berkeley Area Plan is that the people who live, work, and own property or businesses in this community are as important as the land uses that overlay the pattern of their daily lives. South Berkeley is one of the oldest parts of Berkeley, with a history that is rich in multicultural origins and architectural styles.

This Plan does not alter South Berkeley's basic land use patterns. The commercial corridors continue the historic pattern of small mixed use buildings. The residential areas remain primarily single family homes and duplexes. The parks and open space are a vital necessity to improve the quality of life in this urban environment. Historic preservation is promoted as one aspect of neighborhood preservation, linking preservation of historic structures to the retention and enhancement of the existing community, its traditions, and values. Community resources are directed to the people who can make use of them.

Economic development is the foundation upon which the Plan is constructed. The two main themes of this element are the need for commercial revitalization and the opportunity to expand employment opportunities for South Berkeley residents.

Commercial revitalization begins with strengthening existing businesses. Technical assistance is a priority to expand access to marketing and financing strategies and resources. The next step is attracting new businesses which provide a variety of regional, community, and neighborhood serving shopper's goods, and which also enhance both day and night time uses and activities. The historic pattern of ground floor retail is encouraged to continue and spill out onto the streets. Older buildings are recycled for new uses. The street facade is painted in earthtones. The street atmosphere brightens.

Employment opportunities increase. Job training and placement programs link people in need of jobs with the new entry level jobs being created. More vocational training is available in the schools. Residents are assisted in starting their own businesses. Job mentor programs are in full swing. The spirit of a community working together to improve each day of their lives pervades every storefront.

Access to affordable housing is needed to insure that existing residents are the beneficiaries of economic revitalization. Emphasis is on first preserving and then expanding the housing stock. The South Berkeley Neighborhood Development Corporation, a non-profit community based organization established in 1986, becomes the vehicle through which creative financing techniques retain and expand home ownership options for residents. Other homeowners and tenants benefit from rehabilitation assistance. There is a limited equity coop for seniors. Mixed use developments provide rental units with roof gardens. New construction provides three and four bedroom duplexes for large families. The South Berkeley Tool Lending Library becomes a center for exchanging information and ideas on historic preservation techniques, as well as tools, materials and labor.

The parks are redesigned to provide areas and programs for residents of a variety of ages and interests. There is a tot lot south of Alcatraz Avenue. Vacant lots are transformed from trash heaps to community gardens.

The Adeline-Alcatraz corridor bustles with activity. This gateway to South Berkeley celebrates the 12th annual Juneteenth Festival. A colorful banner links the two sides of the street. There is more parking available, but the view is of fewer cars, a splendid result of all the trees and flowering shrubs. Trellises drip with vines and flowers trail from window boxes and planters. The smell of summer jasmine blossoms drifts through the air.

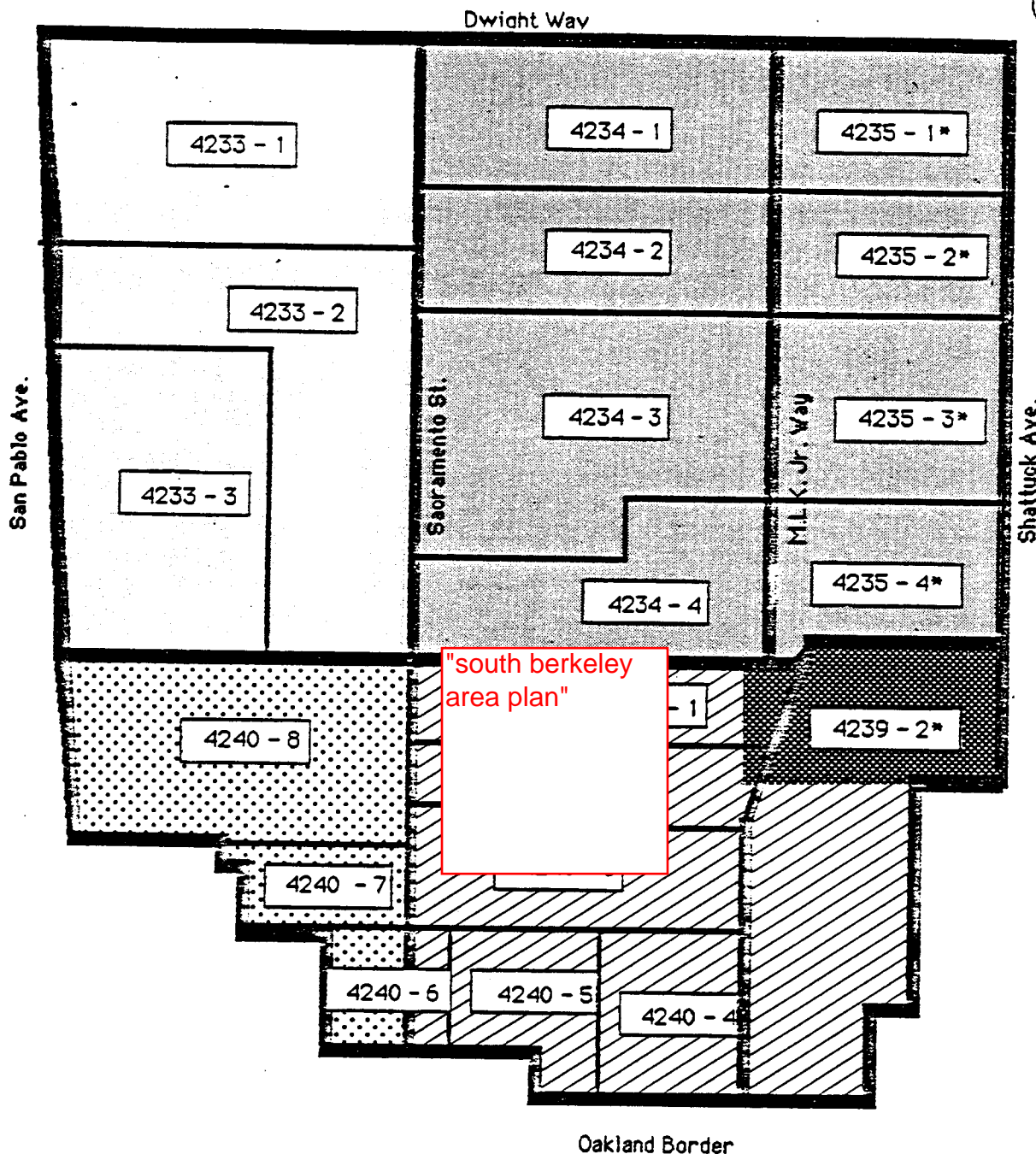
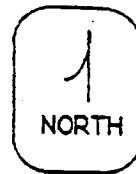
Retail uses have reclaimed the streets for pedestrians. Common open space areas display benches and other pedestrian amenities. The South Berkeley Credit Union inspires a feeling of confidence and stability.

Relocation of the Black Repertory Theatre to Adeline Street in 1987 initiated a cultural renaissance. The Cuban Restaurant is a local favorite. Historic markers highlight sites, events, and community leaders. The Lorin Museum exhibits 100 year old Lorin Station photographs in one room and paintings by young Black artists in another.




This is South Berkeley in the year 1999. You are invited to participate in this vision as conceived by its residents, businesses, property owners, and all others who are committed to realizing its fullest potential.



South Berkeley

Census tracts and blocks by Neighborhood (1980)



* Blocks in Census Tracts partially covered by South Berkeley

-  San Pablo Neighborhood
-  South West Neighborhood
-  South Central Neighborhood

-  Ashby Adeline Neighborhood
-  Grove Park Neighborhood

ECONOMIC
DEVELOPMENT
ELEMENT

ECONOMIC DEVELOPMENT ELEMENT

I. SOUTH BERKELEY'S ECONOMIC DEVELOPMENT NEEDS AND PRIORITIES

A. Introduction

The South Berkeley neighborhood has been the subject of numerous economic development studies for the past sixteen years. This section of the South Berkeley Area Plan represents an effort to clarify the current economic needs of the community, while recognizing the potential for transforming these needs into opportunities for positive change.

A major theme of this element is the promotion of South Berkeley resident local ownership of the community's property and businesses. A second related theme is the necessity for community participation in economic decisions that affect South Berkeley. Revitalization efforts must ensure the retention of the Black and low income community in South Berkeley and strengthen existing ethnic and cultural traditions. The element points also to the importance of linking South Berkeley's economy to the Citywide economy to ensure a more equitable and efficient distribution of economic resources and employment opportunities.

The South Berkeley economic development element is divided into two major sections: revitalization of commercial areas and employment concerns. A set of goals and policies accompanies each section.

Current economic concerns have a long history, as is evident in the reports on South Berkeley completed by Model Cities' planners in the early 1970s. The two consistent themes in the studies completed since 1970 are: (1) the necessity for commercial revitalization in South Berkeley and (2) the importance of expanding employment opportunities for South Berkeley residents.

B. Commercial Revitalization

In 1970, the Model Cities Program, whose boundaries roughly follow the current South Berkeley Area Plan boundaries, identified a number of land use and economic development problems, many of which have persisted into the 1980s. The problems that have continued include: the absence of major retail stores and quality eating establishments; aged and dilapidated buildings; the absence of lending institutions in the neighborhood; the presence of strip zones consisting of marginal shops and service firms that do not meet the shopping needs of local residents; widespread ownership of businesses by non-residents, and limited opportunities for Black business ownership.

Current South Berkeley economic revitalization priorities reflect many of the concerns raised in the early 1970s. These priorities have been defined by South Berkeley residents, local merchants' associations, the South Berkeley Area Plan Committee, and the South Berkeley Neighborhood Development Corporation (SBNDP).

Commercial revitalization priorities include:

- * business retention and expansion
- * commercial rehabilitation
- * business assistance to local merchants
- * increased patronage of South Berkeley businesses by local residents, as well as residents from other parts of Berkeley and Oakland
- * retention of South Berkeley economic development benefits by the South Berkeley community
- * local ownership of South Berkeley businesses

C. Employment

The problems of unemployment and underemployment are evident in South Berkeley as a historical pattern that has most profoundly affected Blacks and youth. The 1970s Model Cities Program referred to the high concentration of unemployed persons in South Berkeley and noted the lack of employment opportunities for a broad range of skill levels.

Employment development priorities include:

- * institutional support for the long term unemployed
- * job training, placement, and mentor programs
- * educational programs that assist persons in completing high school equivalency courses and prepare participants for advanced training and education
- * linkages between South Berkeley's unemployed and job opportunities in other areas of Berkeley
- * first source hiring and the creation of new jobs
- * equity participation by employees in South Berkeley business enterprises
- * non-profit ownership of local businesses

II. South Berkeley's Relationship to the City's Overall Economic Development Priorities

Berkeley's Economic Development Plan, adopted in 1980, promulgates a set of objectives that speak directly to the concerns of the South Berkeley community. In turn, South Berkeley's economic development assets and priorities are a critical factor in promoting the overall economic health and well being of the City.

The Plan advocates public/private cooperation, increased economic equity in land use decisions, employment generation, community resource development, and the promotion of neighborhood revitalization programs. The Plan recommends the preparation of Area Improvement Plans for Berkeley communities experiencing a decline in the business sector. An Area Plan provides a framework for commercial revitalization strategies.

South Berkeley presents a number of potential opportunities for economic development:

- * availability of commercially zoned vacant or underutilized parcels along major traffic corridors
- * proposed expanded redevelopment area
- * proximity to a BART station
- * availability of on-street parking
- * recent street improvements along major commercial corridors
- * high degree of community and business support for revitalization efforts
- * presence of large local employment pool
- * eligibility for state and federal funding for economic development projects
- * a strong sense of history and community

These opportunities, if acted upon, will benefit the City of Berkeley as a whole. Coordination between activities in different areas of the City will address complementary needs and characteristics. The presence of available commercial and retail space in South Berkeley may serve to alleviate pressure for development in other areas of the City.

South Berkeley's potential eligibility for state and federal funding through, for example, the CDBG process, coupled with the area's potential eligibility for designation as a redevelopment area, is likely to make feasible the implementation of economic development projects beneficial to the City that cannot be carried out in other areas of Berkeley, due to the lack of funding and the unavailability of land. South Berkeley's economic development priorities are also consistent with the City's goals for employment and neighborhood preservation. South Berkeley's unemployed residents could be linked up to other areas of the City that are job producing, one of these being, for example, West Berkeley.

The economic revitalization of South Berkeley is likely to bring about a variety of related improvements in the immediate community, including the upgrading of housing and a reduction in crime. These factors will

contribute to preserving and enhancing a community that has a history of ethnic diversity. It is important that economic development planning consider the possible negative impacts on South Berkeley of commercial improvements, which includes the potential for upward pressure on housing prices and commercial rents. Planning efforts for the community must include measures to limit the displacement of lower income residents and business people.

It is critical that local residents occupy a major role in the economic development process in South Berkeley, particularly now that the City has defined the community as a primary target for economic revitalization efforts. South Berkeley has always been a vital and productive community that contributes to the economic development of the City. Resident participation in economic development planning and implementation will ensure that historical problems are addressed and that solutions are consistent with residents' priorities.

III. SOUTH BERKELEY'S LABOR FORCE

A. Unemployment Rate

South Berkeley's unemployment rate in 1980 was 14%, significantly higher than the City's rate. The 1980 unemployment rate for South Berkeley's Black population (17%) was significantly higher than that for White South Berkeley residents (10%). Berkeley Black unemployment, according to 1985-86 Berkeley Employment Development Department (EDD) data, was concentrated in the clerical field, while White unemployment was concentrated in the professional/technical/management field. (See Tables 1-4 in Technical Appendix)

Table A. SOUTH BERKELEY TOTAL EMPLOYMENT BY ETHNICITY (1980)

	Civilian Labor Force	Employed Civilian	Unemployed Civilian	Unemployment Rate
TOTAL SB	7325	6328	1029	14.0%
BLACK	4309	3622	718	16.7%
WHITE	2393	2155	236	9.9%
TOTAL BERK.	60791	56292	4605	7.8%
BLACK	11601	9944	1713	14.8%
WHITE	41126	38808	2353	5.7%

Note: Due to sampling method, figures may not sum across categories

SOURCE: 1980 Census Summary Tape File 3A

B. Occupational Distribution

1980 Census data indicates that the greatest concentration of South Berkeley occupations was in the professional/technical/managerial fields (31%), followed by the clerical field (23%). South Berkeley residents in 1980 were concentrated in the professional/technical/management field and clerical field, with White persons dominating in the former category and Black persons dominating in the latter group. In 1986, the majority of South Berkeley jobs were in service occupations, sales, the clerical field, and auto related occupations.

Table B. SOUTH BERKELEY OCCUPATIONAL CATEGORIES (1980)

	Prof/Tech/ Magmt/Admin	Sales	Cleri- cal	Crafts	Opers.	Trans/ Equip	Labor- ers	Farm Wkrs.	Service Wkrs.	Priv. HH
TOT SB	1937	485	1467	526	221	178	220	82	1020	133
BLACK	758	280	1027	257	177	127	220	40	688	132
TOT BERK	27039	4505	9931	3397	1409	890	1309	605	6800	633

SOURCE: 1980 Census Summary Tape File 3A

From 1970 to 1980, there was a 92% increase in the number of residents employed in sales and a 23% increase in those residents employed in the professional/technical/management field. There was an 18% drop in South Berkeley's labor force from 1970 to 1980, accompanied by a reduction in seven out of ten occupational categories. This drop was reflective of a 15% population loss from 1970 to 1980 in South Berkeley. South Berkeley's Black labor force fell by 32% from 1970 to 1980, with the largest occupational losses occurring among craftworkers and service workers.

From 1970 to 1980, there was an increase in the percentage of Employment Development Department (EDD) applicants (includes residents from all areas of Berkeley) in the clerical field and a drop in the percentage of those in the professional/technical/managerial fields. This shift that correlates to an increase in applicants who were Black or from other ethnic groups and a drop in White applicants. (See Tables 5-11 in Technical Appendix)

C. Local Hiring

From 1970 to 1980, there was a drop from 52% to 48% in the number of employed Berkeley residents who also worked in Berkeley. The majority of South Berkeley's residents worked outside of Berkeley (62%), while less than 10% of South Berkeley's residents worked in South Berkeley. (See Tables 12-15 in Technical Appendix)

IV. BERKELEY JOB TRAINING AND EMPLOYMENT PROGRAMS

A. Profile of Training and Placement Programs

In 1987, there were ten job training and placement programs in Berkeley, all of which provided placement and four of which provided training; the training was primarily in the clerical field. Differences in performance standards, as determined by funding sources, influence who is placed in the job training and placement programs. The City sponsors a youth job training and placement service, as well as a First Source hiring program.

B. Profile of Program Participants in Relationship to the Larger Pool of the Unemployed

South Berkeley's unemployed generally match the profile of Berkeley job training and placement program participants. The majority of Berkeley residents served by the training and placement programs in 1985-86 were male. More than one half were Black, and only 17% were White. The majority of youths served by the City program were Black and from South Berkeley, while most clients placed in permanent jobs through the First Source program were Black women, while those placed in construction jobs were Black men.

JTPA funded training programs in Fiscal Year 1985-86 resulted in a composite youth and adult placement rate of 65% for classroom training and a 75% rate for Job Search Program participants.

The majority of EDD applicants in 1985-86 were Black, over 21 years, male, and educated beyond the twelfth grade, while the majority of income eligible applicants were White (54%) and predominantly male (78%). 1985-86 EDD applicants sought clerical work, professional/technical/management work, or service work. Income eligible applicants sought jobs primarily in the second category.

1983-86 job growth forecasts projected a 7% growth rate for South Berkeley, as compared with 4% for the City as a whole. The largest increase in new jobs was expected to occur in the service industry, sales work, and the professional/technical/managerial fields. South Berkeley's projections for new jobs are quite low relative to the City's figures. Only fifty three South Berkeley jobs were projected to be created from 1983-86. South Berkeley residents are likely to have greater success finding employment outside of South Berkeley, in areas such as the Downtown and West Berkeley.

Berkeley's job training and placement programs face a number of obstacles that limit their effectiveness, including: social barriers, inadequate client readiness, insufficient job skills, and the lack of economic assistance for clients during the period in which clients are in the job training program. Further evaluation is needed of the quality of the job training, as well as of the job advancement possibilities offered clients. (See Tables 16-20 & Maps 2-3 in Technical Appendix)

V. COMMERCIAL AREAS

A. General Profile of Businesses

South Berkeley businesses have enjoyed a relatively stable and longstanding history. The average tenure of businesses in the Adeline-Alcatraz area in 1985 was nine years, while along Sacramento Street, the average tenure of businesses was seventeen years. (TEM Associates, Survey of Business Occupants, 1983 & 1985; City of Berkeley Office of Economic Development, Survey of South Berkeley Merchants, 1986)

B. Business Size

Small businesses with fewer than five employees predominate in South Berkeley. Average floor space for businesses in South Berkeley in 1983 was 1,600 square feet. (City of Berkeley Finance Department, Business License Data, 1983; TEM, 1983) (See Table 21 in Technical Appendix)

C. Business Ownership

There is a greater proportion of White males who are business owners in South Berkeley than either women or Black people and other ethnic groups. Only one half of all South Berkeley businesses are owned by Blacks and other ethnic groups, although the latter groups comprise three quarters of South Berkeley's population with Blacks in the majority. While women constitute 58% of South Berkeley's population, only 31% of women own businesses in this community. (TEM, 1983) (Table 22 in Technical Appendix)

D. Rental Rates in South Berkeley

Rental rates for new office and retail space in South Berkeley are lower than for nearby comparable developments, with ground floor retail rental rates persistently lower than upper story office rental rates. This is an inversion of the more typical situation in Berkeley in which retail rental rates are greater than office rental rates.

One possible explanation for this latter fact is that retail and office space are traded in two distinct markets. The price for retail space is dependent on a given location, and South Berkeley retail spaces suffer from low demand and therefore low prices. Retail space in South Berkeley is often sold in an informal "friends and neighbors" market. By contrast, the price for office space is less dependent upon a given location and thus the higher price for South Berkeley office space more closely reflects area-wide prices. South Berkeley's office space is often sold more formally to organizations from outside of South Berkeley. The more formal non-local

office market commands higher rents than the informal local retail market. (City of Berkeley Business License Data, 1983 & 1986) (See Table 23 in Technical Appendix)

E. Economic Mix

The number of retail sector businesses has declined over the past three years, while the number of service sector businesses has increased, both in South Berkeley and Berkeley as a whole. (TEM, 1983 & 1985) (See Table 24 in Technical Appendix)

F. Merchant Concerns

Merchants of South Berkeley have consistently identified crime, image, and parking as the main hindrances to local business development. Many merchants fear reprisals if they report drug dealers, and there is a perception that police response time is generally too slow. Image problems assume several forms: the perception of high crime; the physical appearance of some areas; the high traffic volume, width of the street, and poorly timed street lights at certain key commercial intersections, all of which create barriers to pedestrian access to commercial areas; and public drinking, loitering, and panhandling, particularly on Adeline Street. Parking was identified in a 1983 survey as a major problem in the Adeline-Alcatraz area. Merchants estimated that a total of 42% more parking would be needed to satisfy current parking demands. (TEM, 1983)

VI. MARKET AREA

A. Viable Businesses for South Berkeley

Two major South Berkeley commercial centers, Sacramento Street and the Adeline-Alcatraz intersection, generate limited revenue relative to other commercial centers in Berkeley. A 1982 survey of Berkeley business sales found that the North Shattuck and Central Business Districts generated the greatest average receipts per business: \$795,961 and \$416,758 respectively. This profile contrasts with the Adeline-Alcatraz and Sacramento Street Districts which were sixth and eighth on the list of eight (\$96,564 and \$37,648 in average receipts per business, respectively).

South Berkeley residents do most of their shopping outside of South Berkeley, while South Berkeley is limited in its ability to attract consumers from outside of the area. This fact is due in part to the unavailability of a full range of consumer goods.

The major South Berkeley shopping districts, Adeline-Alcatraz and Sacramento Street, function primarily as neighborhood convenience centers, as opposed to centers for shoppers' goods. The former category includes those goods such as groceries and hardware items which people tend to buy frequently and for which they do little shopping around, while the latter category includes goods such as furniture, clothes, and stereos which people buy less frequently and for which they tend to shop around. The absence of a full range of convenience stores discourages potential South Berkeley consumers, while the lack of shoppers' goods discourages patronage by both local and nonlocal consumers. (See Tables 25-27 in Technical Appendix)

B. Desirable Businesses for South Berkeley

South Berkeley's commercial sector would benefit from the addition of a range of businesses offering convenience and shoppers' goods, as well as regionally serving goods. A 1986 survey of South Berkeley merchants identified five desirable locally serving businesses (meat and fish markets, fruit and vegetable markets, dairy products stores, retail bakeries, eating places) and seven desirable non-local serving businesses (furniture and home furnishings book stores, stationary stores, blueprinting and photocopying, childcare facilities, childcare services).

South Berkeley consumers polled at a small business workshop in 1986 indicated a desire for a wide range of businesses producing convenience goods, including a bakery, coffee shop, drug store, grocery store, and bookstore.

A comparison of the distribution of retail businesses in South Berkeley with the typical distribution of retail businesses found in neighborhood commercial districts throughout the country reveals that liquor stores are overrepresented in South Berkeley, while drug stores, women's clothing stores, and appliance stores are, conversely, underrepresented. (See Tables 28-31 in Technical Appendix)

C. Evaluation of the Benefits of Retail and Office Development for South Berkeley

Office uses provide roughly one job per 275 square feet, whereas retail uses are typically less intensive, providing one job per 500 square feet. Rather than look at the total number of jobs, it is useful to consider the number of jobs available to South Berkeley residents, or to disadvantaged Berkeleyans. Although office uses can vary considerably, these white collar jobs are less likely to provide the entry level openings necessary to assist disadvantaged job seekers. Clerical positions will occasionally become available and may be covered by the Office of Economic Development's (OED) First Source Employment Program. Retail firms may offer a higher percentage of entry level possibilities, although no data is available to substantiate this.

From a community perspective, each use offers different commercial benefits and drawbacks. While retail operations demonstrate high failure and turnover, retail customers provide higher foot traffic and livelier street usage. The spinoff benefits come from the clientele. This is extremely important in a community such as South Berkeley where perceptions of crime are high. The City also benefits from retail sales tax revenue. With office uses, the spinoffs are derived primarily from the employees and depend upon their shopping patterns. There is less foot traffic generated by office development, but office development provides a higher probability of longevity, and in some cases, higher payer jobs. An appropriate development strategy would be one that mixes retail and office uses.

In 1988, there was approximately 47,000 square feet of unoccupied ground floor space in South Berkeley along the major Adeline and Alcatraz commercial corridors. Presumably this space would be leased to retail firms. There were approximately 24,000 square feet of second floor space that would most likely be used as office space. An additional 26,000 square feet of ground floor and second floor space on vacant lots was unused in 1988. A total of nearly 100,000 square feet of commercial area was available to be brought onto the market.

If all of this space were occupied or built, approximately 120 retail and 145 office jobs would result, a portion of which would be new jobs that could be filled by South Berkeley residents. This would represent only a modest portion of the jobs required for underemployed and unemployed South Berkeley residents. This means that the City must look elsewhere in Berkeley to substantially reduce South Berkeley unemployment, if the basic existing land use pattern and permitted development envelope in South Berkeley is to be retained as the Plan intends.

There is a lack of diversity of goods and services offered by South Berkeley's retail market. Therefore, as recent surveys have shown, South Berkeley residents drive out of the neighborhood to do their shopping. Hence, the business climate is unattractive for investment, fewer goods are provided, and the cycle continues. The obvious areas of underrepresentation for neighborhood serving retail are food services (cafes, restaurants, grocery stores) and clothing stores. Formal market studies have not been conducted recently in these areas, but perceived gaps are implied from standard neighborhood shopping mix profiles.

The introduction of additional regional shopping uses such as the antique center just north along the Ashby/Adeline intersection, or the home improvement or multi-cultural theme suggested for the Adeline/Alcatraz area in this Plan are likely to be successful. There are only two or three large spaces which might be appropriate for regionally drawing firms. This implies some very specific target marketing for this space and close work with the brokerage community.

Office uses can be viewed as drawing from a regional base, serving clients from outside the area and bringing new disposable income into the community. As cited above, new space exists for office use, and rents are favorable, but South Berkeley is not a lucrative market for commercial brokers. A close association between the brokers and the Office of Economic Development should be encouraged.

OED maintains current listings of vacant space in South Berkeley. Staff regularly refers firms to sites in South Berkeley, showing property, and encouraging brokers to make referrals.

OED is working with the South Berkeley Neighborhood Development Corporation (SBND) to acquire properties from entities that do not have real estate experience or capabilities. This effort will put the SBND in a position to carry out the development necessary for commercial revitalization. OED staff are beginning to formulate lists of potential regional end uses for commercial tenancy, both in the retail and office sectors.

OED staff is working with other City staff to offer the H.U.D. Section 312 rehabilitation loan program, as monies become available, to commercial property owners in the Title IX target area.

OED operates a Revolving Loan Fund for firms located in South Berkeley. This financing is used to encourage firms to remain in the target area or to locate there.

OED is moving towards disposing of City owned property in the area to place it in the hands of private parties interested in development projects.

OED is working with BART and other City departments to increase the parking in the commercial area.

The perception and the occurrence of crime in the South Berkeley commercial corridor is a deterrent to firms' willingness to locate in South Berkeley. Besides random street loitering and pedestrian harassment, many cars have been broken into during short and long term parking stops. Several businesses have indicated to OED staff that they would not locate, or are considering relocating out of, the South Berkeley commercial corridor. An increase in police foot patrol presence might help deter this activity and these perceptions. Another solution is to continue efforts to attract firms which will generate pedestrian traffic.

VII. CURRENT ECONOMIC DEVELOPMENT PROGRAMS

A. Office of Economic Development's Marketing and Technical Assistance Program

The Office of Economic Development (OED) has started a marketing campaign to attract businesses to South Berkeley. OED has identified vacant commercial space in South Berkeley and contacted targeted Berkeley businesses that might wish to expand or relocate to South Berkeley. The targeted businesses are those identified by South Berkeley merchants in a 1986 survey discussed in Section VII, Subsection B. Desirable Businesses for South Berkeley. OED also acts as a liaison between businesses seeking available space and South Berkeley realtors.

OED handles an average of nine requests per month for technical assistance to South Berkeley businesses. This assistance takes the form of general advice on business development and information regarding the City's regulations and programs, referrals to more specialized agencies, and in a limited number of instances, site assistance and loan packaging and consulting.

B. South Berkeley Neighborhood Development Corporation

The South Berkeley Neighborhood Development Corporation (SBND), begun in 1986 with the collaboration of the Office of Economic Development, is expanding its organizational base and beginning to take a forceful role in both influencing City policy decisions, and initiating its own programs. The SBND areas of focus in 1987 were economic development and commercial revitalization, housing, crime and public safety, neighborhood improvement, youth, and employment.

C. Revolving Loan Fund

In 1985, the Revolving Loan Fund, administered by OED, was reactivated to provide low interest business loans in the Title IX area, a portion of South Berkeley that is eligible for federal business assistance. The Fund is particularly targeted at existing businesses, although funds are available to new businesses.

D. Ashby BART Development Project

OED staff has recently studied the feasibility of Ashby BART development, and found it infeasible due to current market conditions. The South Berkeley community has expressed an interest in mixed commercial and housing for South Berkeley residents on the site, with some degree of community oversight and non-profit participation. It is expected that the project will be reconsidered when market conditions improve.

E. Real Estate Development

The City has been actively involved in South Berkeley's real estate market which has had the effect of promoting economic revitalization. Several recent activities have included: building the City owned and financed Black Repertory Theater building in South Berkeley; moving the Berkeley Housing Authority to City owned property in South Berkeley; and housing the City sponsored Energy Services Corporation in South Berkeley.

F. Sacramento Street 3000 Block Project

The west side of the 3000 Block of Sacramento Street will be the site of forty-three low and moderate income housing units. The project has been funded by the Redevelopment Agency and City General Funds. The new housing will contribute to the revitalization of Sacramento Street by locating a vital residential community near existing commercial uses, thereby generating increased business patronage. This housing development is the first of such revitalization projects planned for Sacramento Street between Oregon Street and the Berkeley/Oakland border. It is expected that during the next five years additional projects will be identified.

G. Berkeley's Design Review Ordinance

Berkeley's design review ordinance, passed in 1986, specifies a design review procedure for all projects in non-residential zoning districts that require a building permit. The Ordinance covers all exterior building work, including new construction, alterations, and the erection or replacement of signs.

H. Infrastructure Development

Over the next three years, all commercial roads in South Berkeley are scheduled to be resurfaced.

VIII. EMPLOYMENT CONCERNS: GOALS, POLICIES, AND IMPLEMENTATION STRATEGIES

Introduction

This section defines employment objectives within the context of strengthening South Berkeley's economic base and maintaining South Berkeley's Black community. Affordable local goods and services and the maintenance of South Berkeley's economic and community structure will directly influence South Berkeley's wage earners' and the unemployed's ability to remain in the community.

Non-profit ownership of businesses will expand ownership opportunities within South Berkeley and offer to wage earners and the unemployed the possibility of becoming owners in cooperative business enterprises. Non-profit businesses are a form of ownership which is used to broaden the base of business or property ownership, provide resources to those in need of community services, and distribute economic benefits.

Community participation in economic decision making and political processes will determine in whose interest South Berkeley's economic revitalization occurs. Wage earners and the unemployed can ensure that their issues are addressed by involving themselves in both community and electoral politics.

Improvements to the training and placement programs that serve Berkeley residents will increase the participation of South Berkeley residents and provide better linkages to jobs throughout the City. West Berkeley should be targeted as a potential employment source for South Berkeley residents. The emphasis in job creation should be on those jobs which pay more than minimum wages and offer opportunities for advancement. The public service and social service job sectors could be expanded with the goal of hiring South Berkeley's unemployed. Linkages between training and placement programs and the high school would facilitate youth entry into the job market.

Development of a job support system would complement the job placement program by providing clients needed services, including childcare and psychological counseling, and thereby encouraging clients to remain employed.

The Office of Economic Development (OED) has been instrumental in initiating a long term revitalization program for South Berkeley. It is imperative that OED continue to take a primary role in defining this economic development program.

GOAL 1: PROMOTE SOUTH BERKELEY RESIDENT LOCAL INVESTMENT AND OWNERSHIP IN PROPERTY AND BUSINESS

The key to preserving a vital and economically strong Black community in South Berkeley is by ensuring resident control over the community's resources in the following ways: expand resident ownership of property; circulation of capital within South Berkeley; access to affordable private and non-profit ownership opportunities. A stable Black community will improve the current employment situation by: ensuring a strong job base in South Berkeley; linking employment opportunities to ownership opportunities; strengthening the network of community and economic institutions that provide a support system to resident wage earners and the unemployed; and ensuring that current South Berkeley wage earners and the unemployed can continue to afford to live in the community.

- POLICIES:**
1. Retain capital in South Berkeley by promoting resident and business savings and local investment
 2. Promote resident ownership of South Berkeley's businesses
 3. Encourage and facilitate resident purchase of South Berkeley's businesses
 4. Encourage entrepreneurial efforts in South Berkeley
 5. Expand access to business assistance and resources for property acquisition
 6. Retain existing South Berkeley businesses
 7. Target City-assisted commercial rehabilitation programs to South Berkeley business persons who are South Berkeley residents.

IMPLEMENTATION STRATEGIES:

1. Target funding and information and referral services in promoting commercial cooperatives
2. Assist in creating entrepreneurial training programs, including the use of mentors
3. Create an incubator for South Berkeley entrepreneurs that would provide a centralized subsidized location, technical assistance, and a range of services to tenants. This project should be a public/private partnership

4. Promote existing City rehabilitation programs for commercial and mixed use projects
5. Continue support for the existing local business ownership program and provide technical assistance, low interest loans, and entrepreneurial training
6. Facilitate the creation of a South Berkeley credit union
7. Encourage banks and other lending institutions to locate branch offices in South Berkeley
8. Support the SBNDC as a vehicle for expanding local business ownership

GOAL 2: ENCOURAGE SOUTH BERKELEY COMMUNITY PARTICIPATION IN THE SOCIAL AND POLITICAL PROCESSES THAT WILL DETERMINE ITS FUTURE

South Berkeley residents, business owners, and community organizations can act in the interests of the community to formulate economic development policy and press for its adoption. A major policy area is South Berkeley employment. The South Berkeley community should assume an active role in defining employment policy, given that unemployment affects a significant number of South Berkeley residents.

- POLICIES:
1. Promote South Berkeley community institutions, including: nonprofit organizations, churches, social service agencies
 2. Facilitate community input into political decision making
 3. Promote opportunities for the working population in South Berkeley to occupy a decision making role in their workplaces and for the unemployed to participate in decision making in the community at large

IMPLEMENTATION STRATEGIES:

1. Increase merchant participation in local business organizations and Citywide organizations
2. Facilitate links between the business community, residents, and existing South Berkeley community and cultural institutions
3. Support mechanisms which provide opportunities for the working population and the unemployed to have input into the economic decision making process, including: public forums, legal representation, access to City staff
4. Support the SBNDC as an advocate for South Berkeley residents and business interests

GOAL 3: PROMOTE FULL EMPLOYMENT FOR SOUTH BERKELEY RESIDENTS

This report has pointed to the high unemployment rate in South Berkeley, particularly among Black residents. This factor, when coupled with low educational levels for South Berkeley residents relative to the City as a whole, points to the necessity for a comprehensive employment program that can identify South Berkeley residents in need of employment assistance and provide a range of training, placement, and social services.

- POLICIES:
1. Retain and create high quality jobs for South Berkeley residents. Such jobs offer wages above the minimum wage, health benefits, and advancement opportunities
 2. Link social services and unemployment assistance with job training and placement programs
 3. Support job related services in the workplace
 4. Promote affirmative action in Berkeley's public and private business sectors
 5. Maintain a current and comprehensive data base on South Berkeley's unemployed and changes in Berkeley's job market
 6. Integrate educational and job training programs
 7. Develop a comprehensive job training and placement program in Berkeley based on a partnership between the City, educational institutions, businesses, and non-profit organizations
 8. Improve basic skills of high school students and reduce the dropout rate
 9. Retain and attract Berkeley businesses that offer high quality employment opportunities which match South Berkeley residents' occupational and skills profile
 10. Match individuals' current skill levels with available jobs
 11. Provide training directly linked to job advancement

IMPLEMENTATION STRATEGIES:

1. Develop pre-employment and job readiness programs that provide a range of employment and social services in the following areas: social skills, psychological counseling, stress reduction, conflict resolution, dealing with authority, employee rights and responsibilities, time and attendance procedures, job search, resume writing, the interview process, job advancement
2. Link job readiness programs with the high school curriculum

3. Link Berkeley High School to apprenticeship and mentorship programs
4. Tie job readiness and pre-employment programs to South Berkeley businesses
5. Condition grants to job training and placement agencies on their use of specific City defined pre-employment and job readiness programs
6. Develop a subsidized sheltered job program that would place South Berkeley residents in apprenticeship positions
7. Conduct a comprehensive evaluation of existing job training and placement organizations
8. Ensure that the following elements are included in a model job training and placement program:
 - a. outreach to the unemployed and Berkeley businesses seeking employees: comprehensive marketing plan; information hotline; centralized job referral
 - b. intake and assessment component: incentives for JTPA funded agencies to assist clients in obtaining documentation; incentives to individuals who lack documentation to encourage them to obtain necessary identification; expanded intake programs that reach persons who are not registered as unemployed but are unable to find work; increase job placement capabilities of agencies through the allocation of CDBG and CSBG funds, where appropriate, to those agencies that have in the past only received JTPA funds; allocation of JTPA credit to those agencies that place individuals through the City's First Source program; centralized intake function
 - c. job placement component: identification of existing job market and industry changes that might affect individual placements; consistent reporting system for job placements by all agencies; match between training requirements and equipment and prevailing job specifications
9. Link EDD and Berkeley High School with the City community based agency structure
10. Develop a list of economic indicators and a survey method for accurately assessing the nature and extent of South Berkeley unemployment

11. Conduct a survey of South Berkeley's households to measure unemployment, with a particular emphasis on those individuals who are not registered with the EDD as unemployed. This survey should be conducted every five years
12. Allocate funds and technical assistance to the SBNDC for business ventures. Foundation grants could provide financing for these efforts
13. Promote First Source employment agreements with City projects and other publicly assisted projects
14. Promote voluntary First Source employment agreements with existing Berkeley employers when jobs match the skills of the unemployed
15. Link First Source program to work experience employment
16. Promote linkages between the SBNDC and the First Source program, including: a mentorship program and First Source publicity. OED should act as a facilitator
17. Promote local hiring by South Berkeley businesses
18. Promote affirmative action hiring of South Berkeley residents by Berkeley businesses that offer high quality jobs
19. Target blue collar occupations and industries that offer high quality jobs in Berkeley for retention and expansion
20. Develop a job support structure that incorporates childcare, psychological counseling, and other related services
21. Promote South Berkeley resident hiring in City jobs
22. Develop coordinated funding, recordkeeping, and planning for the allocation of CDBG, CSBG, and JTPA funds
23. Continue City support for business retention and attraction efforts in Berkeley
24. Target unions for job opportunities for South Berkeley residents
25. Promote training and hiring of severely disabled individuals

26. Ensure that all materials describing job training and placement program are accessible to the visually impaired, hearing impaired, mobility impaired, and others who may have difficulty using written and/or visual or auditory materials
27. Ensure that all meetings and workshops held to promote employment programs are accessible to the visually impaired, hearing impaired, mobility impaired, and other disabled persons

GOAL 4: ENSURE THE RETENTION OF THE BLACK AND LOW INCOME COMMUNITY IN SOUTH BERKELEY AS THE BENEFICIARIES OF ECONOMIC REVITALIZATION, AND REINFORCE EXISTING ETHNIC AND CULTURAL TRADITIONS

Data from the Census indicate that there was a dramatic loss of Black population from 1970 to 1980. This trend will continue unless the City takes steps to reverse it. The limited availability of entry level high quality jobs in the City is a major contributing factor to the loss of longterm South Berkeley residents. South Berkeley wage earners and the unemployed find it increasingly more difficult to remain in the community and also support themselves.

If more low income and Black South Berkeley wage earners, the unemployed, and their families are forced out of the community, there will be an accompanying destabilization of existing social, political, and cultural institutions in South Berkeley. This network of institutions creates a strong and vital sense of community among South Berkeley's residents, including its wage earners and unemployed, and provides support structures without which the Black community cannot thrive. Reinforcement of these institutions and traditions contributes to the continued presence in South Berkeley of low income and Black wage earners and unemployed who seek to live in a community that reflects their values and lifestyle.

- POLICIES:**
1. Promote City and non-profit participation in business and housing enterprises
 2. Preserve business affordability for low income South Berkeley residents and wage earners
 3. Strengthen South Berkeley community institutions
 4. Acknowledge and affirm significant South Berkeley cultural institutions

IMPLEMENTATION STRATEGIES:

1. Promote the SBNDC as a participant in public/private cooperative business ventures
2. Target funding and technical assistance for non-profit business enterprises in South Berkeley. These efforts should be coordinated through OED

3. Encourage business support of South Berkeley's cultural institutions
4. Provide City support for South Berkeley's community and cultural institutions
5. Promote linkages between South Berkeley's community organizations

GOAL 5: LINK SOUTH BERKELEY TO THE CITYWIDE ECONOMY

South Berkeley's integration into the Citywide economy will result in the more even distribution within Berkeley of public and private resources, while increasing South Berkeley's access to capital, City services, and job opportunities. Linkages should be encouraged with the University of California as a major job provider.

- POLICIES:**
1. Promote public/private partnerships between the City, non-profit organizations, and businesses
 2. Integrate existing City services
 3. Match job recruitment and training programs with employment opportunities in Berkeley and Alameda County
 4. Promote investment in South Berkeley on the part of private investors, banks, and the City
 5. Promote investment opportunities for South Berkeley residents and businesses
 6. Promote public, social service, University, and non-profit employment for South Berkeley residents
 7. Ensure South Berkeley's unemployed access to jobs in the rest of the City

IMPLEMENTATION STRATEGIES:

1. Place unemployed South Berkeley residents in jobs making City capital improvements under the direction of private contractors
2. Target available West Berkeley and Downtown jobs that could be occupied by unemployed South Berkeley residents through First Source agreements

3. Place unemployed South Berkeley residents in social service jobs that promote community safety and provide support services to working persons, including: police aides, childcare workers, health care workers, community organizers
4. Develop and implement a marketing strategy for South Berkeley that promotes business investment by South Berkeley and other investors, while ensuring community participation in investment decisions and ownership
5. Develop and implement a revitalization plan for significant commercial locations in South Berkeley that incorporates public and private participation
6. Create a Committee composed of South Berkeley residents, job training and placement service providers, and University staff to develop a job training and placement plan that targets South Berkeley residents for University employment

IX. COMMERCIAL AREAS: GOALS, POLICIES, AND IMPLEMENTATION STRATEGIES

Economic revitalization encompasses improving existing businesses as well as attracting new businesses, with the ultimate goal of creating a vital and economically sound business sector that directly serves the needs of South Berkeley residents. The following goals and policies are directed at revitalizing South Berkeley's commercial sector while ensuring continued local ownership of businesses, capital retention and recirculation in South Berkeley, and increased local consumer satisfaction.

The following economic development policies and programs are grouped under two overall goals. Although a program may serve more than one goal, it is listed here only under the one goal which it most serves.

GOAL 1: STRENGTHEN SOUTH BERKELEY'S COMMERCIAL SECTOR WITHOUT DISPLACING EXISTING BUSINESSES

Many elements make up South Berkeley's distinctive character, among them a Black majority, a significant elderly population, many longtime residents and businesses. Economic development policies must make special efforts to strengthen South Berkeley's commercial areas without displacing current residents and businesses.

POLICY 1.1 Strengthen individual businesses currently in South Berkeley

This section discusses implementation strategies that assist individual businesses.

1. Continue present programs of technical assistance

The Office of Economic Development (OED) provides a much needed information and referral service to businesspersons throughout Berkeley. It serves as a valuable resource for those businesses currently in Berkeley which may be having difficulty staying in Berkeley. These include the numerous corner stores that sell goods in small quantities and are conveniently located for those who cannot easily travel to a larger market.

OED also assists South Berkeley businesses that wish to expand in Berkeley by locating appropriate commercial space and helping businesses negotiate with various City departments.

2. Sponsor technical assistance workshops for local businesspersons

The current format for technical assistance is problem solving through the Office of Economic Development. This could be effectively supplemented by workshops for local businesspersons.

3. Sponsor a Mentor Program to improve managerial skills

Often a key element in improving small business success is to concentrate on improving management and entrepreneurial skills. A Mentor program, in which successful businesspersons share their expertise with less experienced businesspersons, is one way of achieving this.

4. Assist businesses in preparing marketing plans

Many older businesses in South Berkeley do not have extensive marketing and publicity plans, and have survived by catering to a small, local clientele. If these businesses are to continue to survive in South Berkeley, they must develop more effective and larger scale marketing plans. Cooperative marketing plans, in which businesses collaborate on advertising content and share the costs, are particularly appropriate.

POLICY 1.2 Strengthen the overall business climate in South Berkeley

1. Streamline the zoning and permit process

The new C-1(SA) zoning reclassification has expanded the number of businesses which can locate in South Berkeley by administrative action rather than by public hearing. This helps simplify the permit process. It is still a cumbersome process, however. There is no "one stop shopping" for business permits. A business owner must typically go to several City departments, each with its own fees, processing procedures, and time schedules for application.

2. Rewrite the City's Zoning Ordinance

The City's Zoning Ordinance needs to be rewritten for accuracy, consistency, and ease of use.

3. Strengthen existing Merchant and Property Associations

The Merchant and Property Associations in South Berkeley can strongly and actively voice the business concerns of all South Berkeley businesses. The City should work with the existing Merchant and Property Associations to help expand the Associations' membership base and provide more services.

4. Reduce crime in South Berkeley commercial areas

Both the perception and the reality of crime in South Berkeley discourages patronage of the community's businesses. A crime prevention program organized through the Merchants Associations would address this problem.

5. Encourage mixed use developments

The C-1(SA) zoning reclassification encourages private developers to build mixed use (mixed residential and commercial) developments. The City should employ mixed use scenarios in its development projects on City owned land and other vacant parcels. The Land Use Element of the South Berkeley Area Plan documents the historic prevalence of mixed use development along the community's major commercial corridors. Mixed use development is more appropriate in scale and character to South Berkeley than large single use projects. Residents of mixed use developments would themselves contribute to the local commercial market.

6. Seek a more attractive mix of usages that will encourage shoppers

There are several prominent types of businesses, including, for example, furniture stores and clothing stores, that are missing in South Berkeley. Filling these gaps would create a broader range of businesses which would increase retail patronage. Ethnic and multi-cultural businesses would also create a more attractive business mix. Existing businesses will be a vital part of this mix.

Some office development is appropriate to South Berkeley's commercial mix. Business services such as photocopying are needed to maintain and attract offices. The overall emphasis in the Plan is the attraction of retail uses.

7. Improve City services in South Berkeley

South Berkeley commercial areas need more diligent street cleaning and garbage collection in order to maintain an attractive shopping area. Additional trash containers should be placed along commercial corridors.

8. Incorporate public space into commercial development projects

The pedestrian and shopping environment can be improved by incorporating pedestrian areas into commercial projects. These areas would include seating in sunny spaces, planting, and special paving. The placement of street furniture should be done so as to avoid encouraging loitering.

POLICY 1.3 Physically rehabilitate South Berkeley, both individual buildings and the existing infrastructure

Business strength is evidenced by the physical condition of individual buildings and the surrounding neighborhood.

1. Conduct a transportation study of South Berkeley

The Environmental/Public Facilities Element of the South Berkeley Area Plan identifies transportation issues and goals. The element examines circulation and parking issues particular to major commercial areas, including Sacramento Street and the Adeline-Alcatraz intersection. This information will be incorporated into the Transportation Element for the City's Master Plan.

2. Assist businesses with the clean up of hazardous materials

Some South Berkeley businesses will be required to remove hazardous materials from their lots and buildings. Redevelopment funding could provide financial assistance when other monies are unavailable or are inadequate.

3. Make improvements to South Berkeley's infrastructure

Infrastructure improvements are needed for South Berkeley's streets, sidewalks, median strips, lighting, landscaping, crosswalks, pedestrian walkways. Redevelopment funds could be used for this purpose when the needed infrastructure improvements are linked to building renovation at a specific site.

4. Provide financial assistance for commercial rehabilitation and seismic upgrading

5. Ensure that existing businesses take measures to allow access by severely disabled persons

6. Ensure that all business assistance materials be accessible to the visually impaired, hearing impaired, mobility impaired, and others who may have difficulty using written and/or visual or auditory materials

7. Assist existing businesses with locating funding sources and technical assistance for achieving disabled access

8. Provide City funding for a specialist in the field of disabled access who can assist business owners and tenants with the design, funding, and construction aspects of creating accessible space

9. Link pedestrian and landscape improvements in commercial areas to a South Berkeley open space system, incorporating parks, plazas, and other spaces into residential and commercial areas

10. Provide, where possible, off street pedestrian linkages between residential and commercial areas

11. Target City-assisted commercial rehabilitation programs to South Berkeley business persons who are South Berkeley residents.

POLICY 1.4. Retain capital in South Berkeley

Capital retention completes the cycle of neighborhood assistance, and ensures that the City's efforts will benefit the current residents of South Berkeley.

1. Encourage local ownership of businesses

Local ownership is the cornerstone of South Berkeley Economic Development policy in that it provides a means of keeping capital circulating within South Berkeley. Local ownership encourages local accountability and empowerment by providing those who are committed to South Berkeley with an economic stake in the neighborhood. Finally, South Berkeley is the only community in Berkeley in which Blacks form a majority, a factor which becomes critical in the face of Berkeley's continuing loss of its Black population.

2. Encourage lending institutions to stay and to locate in South Berkeley

Local lending institutions are extremely important, both as a convenience to South Berkeley residents and as a link between capital and local needs.

3. Encourage local businesses and lending institutions to invest in South Berkeley

The physical presence of lending institutions does relatively little good by itself; those institutions must be further encouraged to invest locally.

GOAL 2: ATTRACT NEW BUSINESSES TO SOUTH BERKELEY

The addition of new businesses will broaden and strengthen South Berkeley's commercial base, providing a better mix of local, community, and regional serving businesses. South Berkeley residents have identified the types of businesses that would best serve the community, several of which incorporate thematic developments.

POLICY 2.1 Continue and expand business attraction strategies

1. Continue the current marketing campaign
2. Continue promotion of South Berkeley locations among local realtors

Maintain close ties with local realtors in promoting South Berkeley locations for businesses looking for space.

3. Continue to promote the Revolving Loan Fund and HUD 312 Funds

POLICY 2.2 Target desirable businesses for South Berkeley

1. Consider and decide upon possible thematic developments

One way to develop a commercial district is to unify it under a particular theme. This can impart a greater sense of identity and purpose to a district. Two such themes have been discussed, by both staff and residents, for developments within South Berkeley. One is a home improvement theme, encompassing such possible uses as a furniture store, appliance store, contractors' offices, home improvement stores, used tool shops, and self help resource centers. An expansion of the successful tool lending library would fit well into this theme.

A second theme is a multicultural ethnic theme encompassing ethnic arts stores, ethnic restaurants, especially those with outdoor eating areas, a cultural center and museum, community plaza, annual festivals and other uses that support the multicultural character of the community.

Each of these themes build upon some of the strengths and present commercial uses within South Berkeley, and each would serve to make South Berkeley a stronger reference point in the East Bay. South Berkeley's commercial sector is extensive enough to accomodate both themes.

2. Expand the list of targeted businesses to include the following:

* Nighttime uses such as dinner/entertainment restaurants and supper clubs, bowling alleys, and video stores.

* Neighborhood serving retail stores such as a garden center, newspaper/magazine store, florist, shoe store, computer store, small scale food complex, dress shop, children's clothing store, bakery and catering business, card shop, variety store, supermarket, and ice cream parlor.

* Repair and reuse stores such as tool repair, shoe repair, and appliance repair.

* Local serving professional services.

* Financial services such as a savings and loan association.

3. Attract worker owned businesses

4. Attract businesses that will hire locally

5. Develop public-private partnership opportunities to attract businesses

6. Ensure that new businesses provide access to severely disabled persons

7. Assist businesses interested in locating in South Berkeley with securing funding sources and technical assistance for achieving disabled access

POLICY 2.3 Develop connections between local businesses and the University of California

Many university towns have learned to use university resources to encourage local business development. Berkeley should aggressively pursue UC Berkeley expertise for commercial revitalization projects.

1. Involve UC Berkeley faculty, staff, and students in technical assistance workshops for local businesspersons
2. Involve UC Berkeley faculty, staff, and students in a Mentor program for local businesspersons that would stress entrepreneurial and management skills

POLICY 2.4 Promote mixed use, commercial, and/or residential projects on commercially zoned sites

1. Identify vacant lots and underutilized sites in commercial zones that might be appropriate for mixed use, commercial, and/or residential development
2. Give workshops for City staff, developers, and the public on the application of the C-1(SA) zoning ordinance
3. Create a mechanism for receiving input from applicants that will aid in further improving the zoning and building approval process

HOUSING ELEMENT

HOUSING ELEMENT

I. INTRODUCTION

South Berkeley is primarily a residential community, with commercial development, which includes mixed commercial and residential two and three story buildings, concentrated along four major corridors: Adeline Street, Shattuck Avenue, Sacramento Street, and San Pablo Avenue. The predominant housing type is tenant occupied single family, although most of the community is zoned for multi-family dwellings. Limited new residential construction has occurred over the past ten years, the majority of which has been in the form of publicly assisted housing.

South Berkeley remains primarily a Black community. A significant percentage of South Berkeley homeowners are elderly Black persons who have lived in their homes for thirty years or longer, while the majority of renters are Black. The trend for the past fifteen years has been the gradual loss of Black households, combined with an increase in the number of White and Latino and Asian households. This trend is expected to continue. South Berkeley remains one of the more affordable Berkeley communities and recent data confirms that low and moderate income families form the majority of South Berkeley's population.

South Berkeley's rents and housing prices tend to be lower than in most other parts of the City. South Berkeley's housing stock evidences structural problems. South Berkeley has benefitted from a number of City funded rehabilitation and housing assistance programs, eligibility for which is based on an assessment of the area's housing needs and the concentration of low and moderate income persons.

Currently the City's impact on the quantity, quality, and affordability of Berkeley's housing stock is limited. Rent control and the Section 8 Program are two major programs supported by the City. Most of the City's housing stock is unassisted. There is little vacant land available for new construction, thus a major emphasis of housing programs is on the retention and rehabilitation of existing units.

The presence in South Berkeley of special housing needs populations, including Black families, the disabled, low and moderate income persons, the homeless, the elderly, single parents, and large families, points to a need for continued and expanded subsidized housing programs.

South Berkeley households are projected to increase between 1987 and 2005, while median household income is expected to remain significantly below that of the City as a whole. Between 1980 and 1990, more than 1500 low and moderate income housing units will be needed in Berkeley. South Berkeley residents will have a significant need for these units.

II. HOUSING CONDITIONS

A. Zoning

Approximately 85% of South Berkeley is zoned for residential use. A portion of the north west corner is zoned R-1, which permits only single family residential uses. Most of the north east section of South Berkeley is zoned R-2, which permits low and medium two family residential uses. Smaller areas of the community are zoned R2-A, which permits medium density multi-family residential uses. Approximately one third of the community is zoned R-3, which allows relatively high density multi-family residential uses. Approximately two square blocks of South Berkeley are zoned R-4, which also allows high density multi-family residential uses.

All of San Pablo Avenue is zoned C-1, which permits general commercial uses and all residential uses allowed in the R-3 district, subject to a use permit.

A new commercial zone, C-1(SA), was created in early 1987 as a vehicle for economic revitalization and housing development. This zone was developed to encourage appropriate neighborhood and regional serving commercial development in South Berkeley, particularly mixed use (commercial and residential within the same building or on the same lot). This zone also permits residential uses allowed in the R districts, and unlike the other commercial zones which require a use permit for all residential development, allows mixed use development without a use permit if the building is no larger than 5,000 square feet.

The C-1(SA) zone applies to Shattuck Avenue from Durant Avenue south to the Berkeley/Oakland border, the entirety of Adeline Street, and on Sacramento Street from Dwight Way to Blake Street and from Stuart Street to the Berkeley/Oakland border.

Two blocks of Martin Luther King Junior Way at Dwight Way are zoned C-1C. This zone is a neighborhood commercial district that permits convenience goods and services serving the residents of the immediate area. Residential uses are allowed, subject to a use permit. (See Map 4 & Table 32 in Technical Appendix)

B. Housing Inventory

The highest proportion of South Berkeley residential structures are single family homes, reflecting a Citywide trend. Almost one third of the City's triplexes and mixed use buildings are located in South Berkeley. From 1979 to 1985, somewhat less than one fifth of all new Citywide residential construction occurred in South Berkeley, the majority of which was publicly assisted units. Two new South Berkeley publicly assisted housing projects are to be completed by 1990.

Almost one half of Berkeley's community care facilities are located in South Berkeley. South Berkeley has served as a primary location for housing homeless persons. South Berkeley's 1986 vacancy rate was 2%, while the

City's vacancy rate was 1%. South Berkeley contained 97 vacant buildings in 1986, representing half of the City's vacant residential buildings. In 1986, South Berkeley contained 39 vacant lots, representing approximately one tenth of all City vacant lots. (See Tables 33-40, 77, and Map 13 in Technical Appendix)

C. Housing Profile

South Berkeley's housing stock is somewhat younger than Citywide housing stock, although the City's housing stock is considerably older than Alameda County's housing stock. Ninety six percent of South Berkeley's housing stock is fully equipped with telephones, kitchen, heating, and bathroom facilities. South Berkeley units evidence a lower percentage of centralized or room heaters than the City as a whole. Fourteen percent of South Berkeley's housing stock in 1986 evidenced structural problems, indicating a significant need for rehabilitation. (See Tables 41-43 in Technical Appendix)

D. Housing Activity and Assistance: Public and Private Efforts

From 1983-85, the majority of South Berkeley permits were issued for additions and roofing work. A 1986 Redevelopment study found that the estimated expenditure for South Berkeley residential building permits was lower than the City average.

South Berkeley housing units were the beneficiaries in just under half of all City assisted housing projects. Section 8 was the largest single program. South Berkeley was the major beneficiary of the Municipal Loan Program during the 1984-85 and 1985-86 Fiscal Years. Twenty three units were rehabilitated under this program during this two year period. Most loans were in the Emergency Repair Category. During the same two fiscal years, South Berkeley was the recipient of eight loans disbursed through the Housing Rehabilitation Project, representing almost half of all loans disbursed under this program. During the same two fiscal years, seven out of nine Rental Rehabilitation Project loans went to South Berkeley. Three of eight Reverse Annuity Mortgages granted through a Community Development Block Grant (CDBG) project were issued to South Berkeley homeowners.

The City has passed ordinances aimed at preserving the existing housing stock, controlling the rental housing stock, and extending existing state and federal non-discrimination laws. Rent control has preserved affordable housing. Various subsidy programs, including Section 8, have also preserved affordable housing. Elderly tenants and homeowners in Berkeley have benefitted from a home sharing program sponsored by the City. A tool lending library located in South Berkeley assists renters and homeowners in making repairs to their dwellings. The Residential Rental Inspection Program has assisted in upgrading rental units in South Berkeley. (See Tables 44-48 & Maps 5-6 in Technical Appendix)

E. Housing Stock Value

In 1980, less than one percent of Berkeley's units were put up for sale. South Berkeley sales accounted for 12% of 1980 Citywide sales. South Berkeley's median housing values were concentrated in the \$60,000 and below category. From 1970 to 1980, South Berkeley median home values increased between 200-249% in three of five Census Tracts.

From 1983 to 1985, the average price of single family homes, representing the largest sales group, rose by 15%, from \$71,600 to \$82,975. The median price for a Berkeley single family home in 1986 was \$166,000. Using 1980 family income data adjusted to 1985 dollars, only 13% of 1980 South Berkeley families earned enough money to qualify for a 1985 single family home in South Berkeley. Income projections for the period from 1980-2005 indicate that South Berkeley's average median household income will be only 75% of the City's average. This finding suggests that South Berkeley housing prices will remain out of the reach of most residents.

Between 1983 and 1985, the average cost of South Berkeley duplexes, representing the second largest sales group, rose by 20%, while the price of fourplexes and structures with five or more units exhibited an uneven pattern during this two year period, both rising and falling, although both housing types experienced an overall increase in price. The average sales price of triplexes and mixed use dwellings dropped between 1983 and 1985.

The significant number of estate sales in South Berkeley point to a serious Black population loss, given that a significant percentage of South Berkeley's elderly homeowners are Black. Fifty five percent of all housing sales between 1983 and 1985 were death related sales. An average of 59% of all South Berkeley homeowners in 1980 were Black, while an average of 35% of all South Berkeley homeowners were elderly. The homes that are placed on the market through estate sales are likely to be unaffordable to Black South Berkeley households.

While Citywide rents increased dramatically between 1950 and 1980 (an average increase of 68%), South Berkeley's rents remained relatively low when compared with the City as a whole. In 1980, South Berkeley rental units accounted for the majority of all units with rents below \$169 (\$223 in 1986 dollars), including 60% of all units with rents below \$60 (\$79 in 1986 dollars). South Berkeley's low rents are a benefit to low and moderate income tenants, but also make it difficult for a certain number of small South Berkeley landlords to realize sufficient income. (See Tables 49-53, 63, & Maps 7-9 in Technical Appendix)

III. HOUSING ISSUES

A. Profile of Occupants

From 1970 to 1980, there was a decrease in South Berkeley's family income, accompanied in two Tracts by a drop in moderate and higher income families. From 1970 to 1980, in four out of five South Berkeley Tracts the percentage of Very Low income Black families increased. This data, in combination with data on the loss of the Black population, indicates that South Berkeley remains a low and moderate income community, although there is a growing shift to White and Other families.

This community profile can be explained by one of two trends, although it is difficult to establish which one is primary, and what the interactive effects might be. The first possibility is that families who have lived in South Berkeley for a number of years, particularly Black families, have become more impoverished since 1970, while the second possibility is that the mostly non Black families moving into the community are predominantly of low and moderate income status.

From 1970 to 1980, there was a significant drop in South Berkeley's Black population, accompanied by a significant increase in South Berkeley's White and Latino and Asian population. In 1980, almost one half of all South Berkeley homeowners had lived in their homes for thirty years or longer. South Berkeley's household size in 1980 was somewhat higher than the Citywide average in four out of five Tracts. South Berkeley's average household size in 1980 (2.20) exceeded the City's (2.11). The average number of persons per room in South Berkeley fell by 2% from 1970 to 1980. (See Tables 54-58 & Map 10 in Technical Appendix)

B. Tenure

In 1980, the number of owner occupied units in South Berkeley relative to rental units (40% of all units) was similar to the City's. The largest percentage of renter occupied units in 1986 were one bedroom units, followed by two bedroom units.

In 1987, five percent of Berkeley's rental units and 16% of South Berkeley's rental units were Section 8 units. More than one half of all Section 8 units in 1986 were located in South Berkeley. Tract 4240 contained the majority of Section 8 units in South Berkeley. More than one half of all Section 8 units in 1986 were two bedroom units. While contract rents in 1986 averaged 110% higher than Section 8 rents, contract rents for one bedroom units at a low and median rent level averaged 75% of Section 8 rents.

From 1970 to 1980, South Berkeley lost almost twice as many Black occupied housing units as did the City at large, while experiencing a slight increase in White occupied housing units. The City as a whole underwent a loss of White occupied housing units.

C. Housing Affordability

Almost one half of all mortgaged South Berkeley owner occupied housing units in 1980 spent more than 25% of their income on mortgage payments, while more than half of South Berkeley rental units in 1980 spent more than 25% of their income on rent. (See Tables 69-70 in Technical Appendix)

D. Groups with Special Housing Needs

While South Berkeley has traditionally been a source for affordable housing, increased housing costs and the scarcity of rental units has priced many South Berkeley homes out of the range of low and moderate income renters and buyers. The significant decrease in South Berkeley's Black population that began in the 1970s is directly related to the rising costs of renter and owner occupied housing in this community.

A significant number of South Berkeley homeowners are elderly persons, who require assistance in maintaining their homes. Elderly renters require assistance in finding affordable housing. Handicapped and disabled persons in South Berkeley have been the beneficiaries of City funded housing programs, although there is an ongoing need for such programs and other measures to maintain affordable and accessible housing options.

South Berkeley has a significant percentage of single parents in need of affordable housing and creative solutions to living space needs. South Berkeley's average household size in 1980 exceeded that of the City at large, pointing to the existence of a significant group of large families whose housing needs include affordable and spacious dwellings. There is a significant number of homeless persons in Berkeley, a percentage of whom were South Berkeley residents at the point at which they lost their homes.

IV. HOUSING PROJECTIONS

A. Association of Bay Area Governments Housing Projections

From 1980 to 2005, South Berkeley's household population is expected to drop by 5%, matching the projected changes in the City's overall housing population. During this same twenty five year period, the number of South Berkeley households is expected to increase, accompanied by a reduction of South Berkeley's household size. In 2005, the community's household size is still anticipated to exceed that projected for the City of Berkeley, although it is expected to be significantly less than that projected for Alameda County.

From 1980 to 2005, South Berkeley's average median household income is projected to be only 75% of the City of Berkeley's median household income, and drop from 66% to 63% of the County's, following a pattern of decreasing household income relative to the County's as the year 2005 approaches.

1983 projections of Berkeley's housing needs for the period from 1980 to 1990 indicate a need for 1611 units, of which almost half are Very Low and Low income units. South Berkeley's projected average median family income for the period from 1980 to 1990 falls into the Very Low and Low income categories, implying a significant need for Very Low and Low income housing units. (See Tables 71-72 in Technical Appendix)

V. HOUSING GOALS AND POLICIES

GOAL 1: ENSURE ACCESS TO AFFORDABLE HOUSING

This policy addresses the finding that South Berkeley residents are primarily in the low and moderate income bracket and thus in need of affordable rental housing and homeownership opportunities.

POLICY 1.1

Encourage non-profit ownership of South Berkeley housing

POLICY 1.2

Increase the supply of three and four bedroom units to meet the housing needs of large families

POLICY 1.3

Continue and expand City loan programs for moderate and low income property owners

POLICY 1.4

Require commercial developers to build affordable housing or make mitigation payments commensurate with the housing demand generated by new commercial projects

POLICY 1.5

Encourage use of creative financing techniques and home ownership options by local non-profit organizations in the provision of affordable new housing and the rehabilitation of existing housing

POLICY 1.6

Assist tenants and others in becoming homeowners

POLICY 1.7

Explore opportunities to assist homeowners to remain in their homes

GOAL 2: PRESERVE THE DIVERSITY OF SOUTH BERKELEY'S POPULATION

While South Berkeley has been one of the most diverse communities in Berkeley, this report's findings point to a significant loss of Black population, as well as the possible loss of other special needs housing groups due to the rising cost of housing.

POLICY 2.1

Seek funding for low and moderate income housing projects targeted towards special needs groups in the South Berkeley population

POLICY 2.2

Prioritize South Berkeley housing programs so as to minimize the loss of this community's special needs population

POLICY 2.3

Maintain current and comprehensive information regarding demographic changes and trends in Berkeley, particularly with regard to the loss of special needs groups

POLICY 2.4

Circulate information in South Berkeley regarding community housing services available to low and moderate income persons and other special housing needs groups

POLICY 2.5

Support the continuation of residential rent control and educate, assist, and protect both renters and owners in the exercise of their rights and in the fulfillment of their responsibilities

POLICY 2.6

Continue to participate with other Berkeley communities in seeking solutions to the problems of the homeless, with a particular emphasis on South Berkeley residents who become homeless. The provision of housing for the homeless should be diversified throughout the City

POLICY 2.7

Encourage the continuity of South Berkeley property ownership by South Berkeley residents

GOAL 3: MAINTAIN AND EXPAND SOUTH BERKELEY'S HOUSING STOCK

This report found that a significant number of South Berkeley housing units require rehabilitation. In addition, there is a documented need for new construction of affordable housing.

POLICY 3.1

Prevent the loss of renter and owner occupied housing through deterioration, demolition, long term vacancy, conversion to other uses, or vandalism

POLICY 3.2

Develop incentives and enforceable mechanisms for returning vacant and abandoned residential structures to the housing market

POLICY 3.3

Expand existing City funded housing rehabilitation programs to provide assistance to a larger number of units.

POLICY 3.4

Develop voluntary programs for identifying historic South Berkeley residential structures and provide City loan and rehabilitation programs to assist in the preservation of these buildings

POLICY 3.5

Continue to evaluate the merits and cost effectiveness of mixed use development at the Ashby BART station, with a particular emphasis on affordable housing options for South Berkeley residents

POLICY 3.6

Encourage mixed use development in South Berkeley along major commercial corridors

POLICY 3.7

Encourage the construction of new affordable housing units

POLICY 3.8

Encourage the construction of second units

POLICY 3.9

Ensure the integration of useable open space into new residential developments. Link open space in residential areas with commercial areas

POLICY 3.10

Locate higher density housing in areas with easy access to retail activity, the workplace, and public transportation

GOAL 4: EXPAND THE ROLE OF SOUTH BERKELELY RESIDENTS AND COMMUNITY ORGANIZATIONS IN PLANNING FOR HOUSING CONSERVATION AND DEVELOPMENT

South Berkeley residents need to participate in defining planning policy for their community, particularly as it relates to housing, given that residential use is the largest land use category in South Berkeley.

POLICY 4.1

Encourage the involvement of South Berkeley residents and community organizations in planning and implementing housing programs

GOAL 5: IMPROVE THE RESIDENTIAL QUALITY OF LIFE

South Berkeley residents have indentified certain community problems that have a direct bearing on residential life in the community, particularly the presence of illegal drug sales and usage, and the lack of usable open space and greenery in many areas.

POLICY 5.1

Take steps to rid the South Berkeley community of drugs and other illegal activities and explore sanctions against landlords who rent to drug dealers and users

POLICY 5.2

Ensure that useable open space improvements are integrated into new housing and mixed use developments

POLICY 5.3

Take steps to integrate residential open space into a larger area wide, ecologically based system

POLICY 5.4

Explore reopening the creeks as part of the open space system

POLICY 5.5

Direct the Codes and Inspection Division of the City to track problems with abandoned cars, garbage, and other blighted conditions on vacant lots

VI. HOUSING POLICY IMPLEMENTATION STRATEGIES

Each of these housing strategies and implementation steps presented here has as a primary goal the retention of South Berkeley's Black population.

A. Housing Affordability

Strategy: Expand Ownership Opportunities

1. South Berkeley Neighborhood Development Corporation (SBNDP)

The SBNDP was established in December of 1986 to spearhead revitalization efforts in South Berkeley. A primary goal of this non-profit community organization is to expand opportunities available to South Berkeley residents to obtain adequate affordable housing. This activity includes the construction, rehabilitation, and provision of affordable housing.

The SBNDP could serve as a primary vehicle for implementing every policy outlined in this Housing Report, due to its broad scope of activities, its commitment to innovative programming and financing, and its broad membership base.

The organization could originate creative planning and financing for housing ventures; work with the City in providing technical assistance to landlords, tenants, and homeowners; serve as the developer for new housing construction; assume a major role in any development project that is implemented at the Ashby BART station; and provide information and assistance to renters.

2. Limited Equity Co-operatives (LECs)

A cooperative is a housing corporation mutually owned by all the resident shareholders. Coop owners earn the right of occupancy and a decision making role by purchasing shares in the co-op. A limited equity co-operative makes housing affordable by providing certain home ownership benefits, while restricting participants' returns on investments in order to assure continuing affordability for future co-op members. LECs would offer South Berkeley residents who could not otherwise afford it an opportunity to own their own homes in common with others.

3. Tenants' First Option to Purchase

A City ordinance granting tenants in buildings of five or more units the first option to purchase would aid tenants in becoming homeowners. Apartment complexes could become limited equity cooperatives, ensuring continuing affordability.

4. Non-Profit Ownership of Housing

Reverse annuity mortgages help senior homeowners gain access to the equity in their homes. Regular payments are made to the homeowner based on the homeowner's actual equity. Over time, equity in the home is reduced by the amount that has been paid out to the homeowner. While there is currently a program available using conventional market rate loans, the City could take a role in creating a non-profit program. The program would generate a below market source of funds to create less costly annuity mortgages which could be assumed by new, lower income buyers when the properties were ultimately sold. The program would be strictly volunteer and no homeowner would be displaced due to the mortgages.

Strategy: Increase Affordable Housing Stock

1. Coordination of Affordable Housing and Economic Development

All commercial projects in Berkeley should be analyzed for their potential housing impacts and potential mitigation measures. Major projects should be linked to required subsidized housing production or mitigation fees, with the goal of meeting the affordable housing demand generated by the project.

2. Redevelopment Funding for Housing Projects

Redevelopment funds could be used for affordable housing construction through the Second Unit Program and the construction of large family rental units and single family homes. Activities would include: technical assistance; the use of public funds to leverage private investment; low interest loans; and low interest mortgages.

Strategy: Maintain Existing Affordable Housing Stock

1. City Funded Housing Programs

Existing City loan and housing assistance programs should be maintained and expanded. A particular emphasis should be placed on housing programs which assist low and moderate income property owners in the construction and rehabilitation of rental units, as well as those programs which assist low and moderate income homeowners who require low cost assistance with complying with code requirements and making home improvements.

The existence of City housing assistance programs should be widely publicized in South Berkeley through satellite City offices and local community organizations. The City should identify staff persons who can assist property owners in completing the process for securing loans and other assistance.

B. Diversity Maintenance

Strategy: Maintain Affordable Rents and Assist Tenants and Landlords

1. Rent Control

Maintaining a socially and economically diverse community in South Berkeley is directly linked to the continuation of rent control. Moderate and low income renters in South Berkeley, the majority of whom are Black, require affordable rents in order to remain in Berkeley. South Berkeley's rents are among the most affordable in the City. Without rent control, it is likely that a significant number of Black families, disabled persons, single heads of households, and other members of special needs groups would be forced to seek low and moderate cost housing in another City.

Tenants need information regarding their rights and responsibilities, and access to housing counselors. This information and legal referrals should be made available through South Berkeley community organizations. Landlords require information regarding needed improvements in order to comply with building codes or to benefit tenants. Landlords also need information regarding the process for petitioning for rent increases.

The City Council should work with the Rent Stabilization Board to encourage landlords and tenants to use the Dispute Resolution Project in order to resolve problems that arise and to discourage lengthy and/or costly lawsuits. The City Council should encourage the Rent Stabilization Board to collect data on the issue of historically low rents and to provide any needed regulations to resolve inequities. The City Council should work with the Rent Stabilization Board to address some of the problems encountered by South Berkeley property owners since the passage of rent control and determine whether any such problems are appropriate subjects for amendment(s) to the Rent Control Ordinance.

Strategy: Housing Assistance Targeted to Specific Groups

1. Redevelopment Funding

Redevelopment funding could be used to maintain South Berkeley's diverse population through a non-profit Reverse Annuity Program, large family housing construction, first time homebuyer's program, second unit program, and rental rehabilitation program.

2. Assistance to Homeowners

The City should identify staff persons to assist South Berkeley homeowners who are interested in housing rehabilitation programs which provide low interest loans as well as other programs which can assist them to lower their housing costs.

3. Assistance to the Homeless

In 1988, South Berkeley assisted in alleviating the transient homeless problem by providing a temporary shelter that, during the six months of its operation, was capable of housing one hundred persons. While shelters provide a short term solution to the homeless problem, a long term approach is needed.

The provision of emergency shelter for South Berkeley residents who become homeless is of primary importance. This approach ensures that displaced residents find shelter within their own community, rather than having to relocate. The City should consider emergency shelter options in South Berkeley, specifically aimed at meeting the needs of South Berkeley's homeless.

Transitional housing for the homeless, also targeted towards displaced South Berkeley residents, would provide a more long term solution to the homeless problem. The City is currently investigating the feasibility of converting local older hotels and other residential buildings into transitional housing. This approach should be considered for South Berkeley.

One approach to transitional housing is to target the services towards certain groups within the homeless population which traditionally have a difficult time reestablishing themselves in a home. One such group is families. An experimental transitional house oriented towards the needs and concerns of parents and their children could be located in South Berkeley.

Further evaluation of such an approach is needed; the Health and Human Services Department of the City of Berkeley is currently assessing the feasibility of transitional housing. The success of such a program would require employment assistance and grants or loans to cover the cost of deposits associated with securing permanent housing.

South Berkeley residents must be included in the decision making process regarding the location of emergency shelters and transitional housing in South Berkeley.

4. Assistance to the Disabled

South Berkeley remains one of the few affordable housing rental or ownership options for disabled persons. The costs of converting living space to housing accessible to the severely disabled are extremely high. Landlords and homeowners need funding and technical assistance to make these conversions.

There are local, state, and federal funds available for such projects, while technical assistance is available through such agencies as the Berkeley-based Center for Independent Living. City sponsored rehabilitation loans include technical assistance from City staff in completing such projects as making a dwelling space accessible.

Many landlords and prospective disabled homeowners are unaware of these services. In addition, they lack information regarding regulations requiring compliance with disabled access laws. The City should assume a more active role in publicizing available sources of assistance, including actively seeking out disabled persons who would benefit from these programs, and enforcing existing disabled access standards for both rehabilitation projects and new construction. Creative approaches to increasing accessibility should be explored by City staff, including, for example, seeking donations from elevator companies to increase second story access. The eventual goal should be to make all living units accessible to the severely disabled.

Strategy: Ensure Community's Access to Housing Services

1. Making Housing Services Accessible to the Community

Information regarding existing housing programs should be accessible to South Berkeley residents who may not seek the information outside of the community. Locations such as the South Berkeley Senior Center and South Berkeley satellite City offices, as well as local community organizations, should be utilized for such information distribution.

Information should be made accessible to the visually impaired, hearing impaired, mobility impaired, and others who might have difficulty using written and/or visual or auditory material. All meetings and workshops held to promote housing services should be accessible to the visually impaired, hearing impaired, mobility impaired, and other disabled persons.

Strategy: Anticipate Demographic Changes that Affect Diversity Maintenance

1. Maintaining Demographic Information on the South Berkeley Community

In order to adequately assess to what extent certain population groups are leaving South Berkeley, it is necessary to maintain current data on demographic trends in the immediate community, Berkeley, and Alameda County. This data should be used in efforts to maintain a diverse South Berkeley population, including the development of affordable housing programs. Such data should remain current and never be more than two years old.

C. Maintenance and Expansion of South Berkeley's Housing Stock

Strategy: Preserve the Existing Housing Stock

1. Preventing the Loss of Existing Residential Units

Existing housing codes and demolition and conversion controls need to be enforced in South Berkeley in order to prevent the loss of residential units. Vacant units could be restored to the housing market by means of the following: adoption of an ordinance that would declare vacant properties a nuisance and impose fines for continuing vacant status; ownership transfer of vacant properties to a non-profit organization that would rehabilitate them and hold them in some form of cooperative ownership.

2. Redevelopment Funding

Existing City housing rehabilitation programs provide low cost funds to property owners for building code repairs in either owner occupied or rental structures. Tenants must be moderate and low income.

Redevelopment funds could be used to provide low interest loans to single family homeowners to make major repairs. Rental property owners could also receive low interest loans to make essential repairs and improve ongoing maintenance.

Redevelopment funding could also be used for restoring vacant and abandoned properties to the housing market through a program of targeted code enforcement and rehabilitation.

3. Historic Preservation

South Berkeley contains some of the oldest neighborhoods in the City, with a number of homes dating back to the late 19th Century. A historical preservation program funded by the City would provide the necessary low interest loans or grants and the technical expertise to ensure that these structures survive. Such a program should be a voluntary one: South Berkeley residents must be able to choose whether or not to participate in a historical preservation effort and thereby retain control over their property.

Strategy: Construct New Housing Units

1. Housing Development at the Ashby BART Station

South Berkeley residents must be full participants in the decision making process involving the use of the Ashby BART station for commercial and/or housing development.

2. Mixed Use Development

Mixed use development along major commercial corridors is both common and desirable in South Berkeley. The C-1(SA) Zoning Ordinance, adopted in February of 1987, is primarily aimed at retaining and encouraging locally serving mixed use development along Adeline Street, Sacramento Street, and Shattuck Avenue. Mixed use development consolidates and maximizes use of limited space, and provides residential units in close proximity to shopping.

3. In-Fill Residential Development

Affordable housing units should be constructed on appropriate vacant lots in South Berkeley. Construction at these sites would not only provide additional units, but would also improve the general appearance of the community.

D. Public Participation in Planning for Housing Conservation and Development

Strategy: Encourage Direct Communication among City and Non-Profit Housing Developers and the South Berkeley Community

1. Community Involvement in Housing Policy Decision Making

South Berkeley residents and local community organizations such as the South Berkeley Neighborhood Development Corporation (SBNDC) should be involved in housing policy decisions that affect this community. Regular communication between the SBNDC and the City will facilitate this process. Regular community meetings would disseminate information to the broader community. Site specific projects should be monitored by a committee composed of residents and other interested South Berkeley parties.

E. Quality of Residential Life

Strategy: Take Action to Stop Illegal Activities

1. Mechanisms to Compel the Eviction of Drug Dealers and Users and Others who Engage in Illegal Activities

The City should develop appropriate mechanisms for compelling landlords to evict drug dealers and users and other persons who engage in illegal activities. This effort should be carried out in cooperation with Neighborhood Watch Groups.

LAND USE ELEMENT

LAND USE ELEMENT

I. INTRODUCTION

The primary land use in South Berkeley is residential. Single family dwellings predominate in residential areas, while commercial uses are concentrated along four commercial corridors: Shattuck Avenue, Adeline Street, Sacramento Street, and San Pablo Avenue.

The South Berkeley community faces a number of land use issues. Residents have indicated a need for improved locally serving businesses, and support for regionally serving businesses. There is currently a lack of neighborhood serving businesses such as a large grocery store, bakeries, clothing stores, and other essential goods and service providers.

Business development along the major commercial corridors in South Berkeley is in a state of flux. Adeline Street has experienced recent commercial growth, particularly near the intersection of Adeline Street and Alcatraz Avenue.

Sacramento Street between Ashby Avenue and Alcatraz Street has been designated a target area for City revitalization efforts. The west side of the street for several blocks has been redesigned for residential use. Large parcels along San Pablo Avenue are in the process of being converted from heavy industrial use to light industrial, office, or commercial uses.

There is concern among South Berkeley residents that business expansion in the community will bring about increased auto congestion and parking problems. There are a number of vacant lots and buildings as well as underutilized or marginal commercial spaces in South Berkeley. Many of these occur along major commercial corridors and are eyesores as well as a deterrent to business development. Vacant residential units are a potential source of much needed housing.

A primary residential land use concern is the retention and development of low and moderate income housing in South Berkeley. There are a number of attractive and well maintained residential clusters in the community. There are large vacant lots situated in residential areas that could be used for the development of affordable housing.

II. LAND USE CHARACTERISTICS AND ISSUES

A. Residential Use

Most South Berkeley residents occupy single family dwellings. Two thirds of the South Berkeley community is zoned for multi-family dwellings. The greatest concentration of both single family and multi-family dwellings occurs in neighborhoods on either side of Sacramento Street.

The predominance of residential uses in South Berkeley raises certain concerns regarding current and future land use patterns. It is important that the quality of residential life be retained. Lower density sections of the community and their complementary churches, schools, and parks should be preserved. The development and expansion of commercial uses adjacent to residential areas should be regulated to ensure compatibility of uses. There is concern among residents that increased commercial activity will generate heavy traffic and parking problems.

Residents have expressed support for the development of affordable, single story multi-family dwellings that contain communal landscaped space. The acute housing needs of low and moderate income residents of South Berkeley point to the desirability of encouraging the construction of multi-family residences.

B. Commercial Use

Adeline Street is the major commercial corridor in South Berkeley, incorporating a wide range of commercial establishments. A 1986 Land Use Survey found a total of 83 businesses along Adeline Street, including 16 mixed residential and commercial establishments. The largest single use was antique stores (13), followed by offices (12).

The 1986 Land Use Survey recorded 34 commercial uses on Shattuck Avenue, including 8 mixed use establishments. The predominant uses were auto repair/sales and offices (5 businesses in each category).

Sacramento Street is the focus of City sponsored revitalization efforts, with a particular focus on the 3000 Block. The 1986 Land Use Survey found that there were 48 businesses on Sacramento Street, including 8 mixed use enterprises. Beauty/barber shops predominated (12), followed by small food stores (8). Many of these businesses are marginal and lack sufficient space or an adequate customer base that would permit them to expand. The 3000 Block project, discussed in the Housing Element of this Plan, is a residential project that may signal the street's change in use from a predominantly commercial to a predominantly residential corridor.

San Pablo Avenue has traditionally combined auto oriented and commercial uses with industrial uses. Significant land use changes are underway due to the conversion of vacant industrial space to retail and office use. The 1986 Land Use Survey noted 68 commercial uses along this corridor, including 9 mixed uses. Transportation related uses predominated, with 8 auto repair/sales uses, 3 gas stations/car washes, 1 motorcycle store, and 1 driving school. (See Tables 73-74 in Technical Appendix)

C. Mixed Use

A 1986 Land Use Survey found that four percent of residential uses and 32% of commercial uses occur as mixed uses. Beauty and barber shops and antique stores are the predominant commercial mixed use. One unit residences are the most common mixed residential use. Adeline Street presents the greatest range and concentration of mixed uses in the South Berkeley community.

Mixed commercial and residential uses contribute to the vitality of a commercial area. Mixed uses generate pedestrian traffic both during working hours and at night, increasing shoppers' sense of safety during the day and store security during nonbusiness hours. (See Table 75 in Technical Appendix)

D. Transitional Land Use: Vacant Lots and Buildings, Properties for Sale

A 1988 Vacant Lot Survey found that more than 50% of all vacant lots are located on, or adjacent to, commercial corridors. Several vacant lots are owned by the City of Berkeley. Vacant lots present opportunities for mixed use development along commercial corridors, and residential in-fill in South Berkeley's neighborhoods.

The 1986 Land Use Survey found that almost 50% of vacant buildings in South Berkeley are residential in use. An external visual inspection found the vacant buildings to be in fairly good condition, requiring only limited rehabilitation to make them occupable. Only 8% of vacant buildings had "For Sale" signs posted. More than 90% of buildings for sale are in residential use. (See Tables 76-78 & Map 13 in Technical Appendix)

E. Public Institutional Use

A 1986 Land Use Survey found that there are a significant number of childcare centers and nursery schools in South Berkeley. There is a range of public facilities in the community, including educational facilities, non-profit organizations, health services, and City services. There are a significant number of churches in the community.

F. Open Space/Recreation Use

South Berkeley has a variety of open space areas and recreation facilities, including a regional serving park (San Pablo Park), a major recreation center (Grove Park), and several tot lots. Two school playgrounds provide additional recreational space.

Two historic creeks, Potter and Derby Creeks, flow at an angle through South Berkeley. Potter Creek enters the South Berkeley area at the intersection of Dwight Way and Martin Luther King Junior Way and exits at the intersection of San Pablo Avenue and Heinz Avenue. Derby Creek enters South Berkeley at the intersection of Shattuck Avenue and Derby Street and exits the area at the intersection of San Pablo Avenue and Carrison Street. These creeks were filled and are now covered by buildings. These watercourses are significant to the soil conditions and seismic response of building sites.

G. Potential Land Use Conflicts

Given the need for additional housing in Berkeley, it is possible that residential areas of South Berkeley will be more densely developed, thereby increasing traffic congestion and noise and making the community a less desirable place to live. Business growth and expansion in South Berkeley will have to be monitored for negative impacts, given the recent changes to the zoning regulations as an inducement to commercial enterprise.

The potential impact of the development of the BART air rights needs to be thoroughly assessed. Clustering of mixed use developments should be encouraged to avoid adverse impacts on residential areas.

H. Design Considerations for Commercial Areas

South Berkeley's commercial corridors are characterized by one to four story wood frame and brick buildings, many of which contain a mix of commercial and residential uses. Some buildings date from the early 1900s, particularly in the historic Lorin District located at the intersection of Adeline Street and Alcatraz Avenue. Vacant lots provide infill opportunities along South Berkeley's commercial corridors.

New construction and building rehabilitation in commercial areas should be compatible in design and scale with existing structures. The Design Review Ordinance provides an opportunity for ensuring that new construction and changes to buildings in commercial zones are consistent with the character and design of existing buildings. Specific guidelines applicable to South Berkeley's commercial corridors would assist committee members in evaluating new projects. (See Economic Development Element, Chapter VII, Section G for a more detailed discussion of the Design Review Ordinance)

III. LAND USE ELEMENT: GOALS AND POLICY RECOMMENDATIONS

A. RESIDENTIAL USE

1. Preserve the character and quality of life of residential areas
2. Protect residential areas from traffic, parking, noise, litter, and odors generated by adjacent commercial uses and new development
3. Encourage new residential development in appropriate areas of the community, including mixed commercial and residential development along commercial corridors
4. Preserve the lower density sections of the community
5. Regulate the expansion of nonresidential uses into residential areas to ensure compatibility of uses
6. Regulate density increases to achieve a desirable distribution of multi-family housing in the community
7. Ensure that with increased density there is a commensurate increase in useable open space
8. Consider reclassification of properties in the R-3 and R-4 residential zones in order to ensure that new residential construction is compatible with the predominant pattern and density of existing neighborhoods

B. COMMERCIAL USE

1. GENERAL COMMERCIAL DISTRICT POLICIES

- 1.1 Encourage commercial uses that conform to established goals and objectives for the area
- 1.2 Regulate the site design and operation of commercial establishments to ensure their compatibility with adjacent residential areas, and with other adjacent commercial uses
- 1.3 Encourage commercial development to locate in clusters, rather than in a random pattern, along commercial corridors
- 1.4 Apply the provisions of the Design Review Ordinance to new construction and additions along the commercial corridors
- 1.5 Encourage commercial signage to conform to the scale of the surrounding district, with uniformity in design among signs along the same commercial corridor
- 1.6 Encourage the development of pedestrian amenities and open areas for pedestrian use within the commercial corridors

2. ADELINE STREET COMMERCIAL POLICIES

Goal: IMPROVE THE APPEARANCE OF THE STREETScape, ENCOURAGE PEDESTRIAN USE OF THE DISTRICT, AND PROVIDE BOTH COMMUNITY AND REGIONAL SERVING BUSINESSES, PARTICULARLY ENCOURAGING THOSE WHICH PROVIDE EMPLOYMENT AND REFLECT THE CULTURE OF THE SURROUNDING COMMUNITY

- 2.1 Encourage the location of both community and regional serving businesses
- 2.2 Promote a diversity of goods and services along Adeline Street
- 2.3 Identify a possible location for a cultural center for goods and services along Adeline Street
- 2.4 Maintain a 3-story height limitation along Adeline Street
- 2.5 Explore new uses which emphasize pedestrian activity
- 2.6 Encourage mixed use development along Adeline Street
- 2.7 Brighten the retail strip to generate more confidence, investment, and additional uses

3. SHATTUCK AVENUE COMMERCIAL POLICIES

Goal: PROVIDE AN AREA OF NEIGHBORHOOD AND LOWER INTENSITY COMMUNITY COMMERCIAL USES BETWEEN DWIGHT WAY AND ASHBY AVENUE, SERVING AS A TRANSITION ZONE BETWEEN THE DOWNTOWN DISTRICT AND THE NEIGHBORHOOD SERVING AREA SOUTH OF ASHBY AVENUE

- 3.1 Expand the existing Economic Development Administration Title IX boundaries to include Shattuck Avenue south of Russell Street, in order to enhance the opportunities for Black owned businesses along the corridor
- 3.2 Require any office development on Shattuck Avenue south of Derby Street to provide a detailed analysis of potential parking and traffic impacts upon surrounding residential neighborhoods
- 3.3 Conduct a traffic study on Shattuck Avenue south of Ashby Avenue to identify measures to improve traffic flow
- 3.4 Encourage the establishment of additional parking controls on Shattuck Avenue south of Ashby Avenue
- 3.5 Encourage retail/residential mixed use development along Shattuck Avenue

4. SACRAMENTO STREET COMMERCIAL POLICIES

Goal: PROVIDE NEIGHBORHOOD SERVING COMMERCIAL ACTIVITY, PRIMARILY AT DWIGHT WAY AND FROM OREGON STREET TO THE BERKELEY/OAKLAND BOUNDARY, ENCOURAGING MEDIUM DENSITY RESIDENTIAL DEVELOPMENT ALONG THE REMAINDER OF THE CORRIDOR

- 4.1 Promote a more concentrated pattern of commercial development within the Sacramento Street business district
- 4.2 Promote a diversity of goods and services along this corridor
- 4.3 Encourage the clustering of mixed use developments on Sacramento Street
- 4.4 Encourage the adoption of the recommendations of the Sacramento Street Facade Design Treatment Study as guidelines for the construction and improvement of Sacramento Street buildings

5. SAN PABLO AVENUE COMMERCIAL POLICIES

Goal: ALLOW AN AUTO-ORIENTED COMMERCIAL STRIP, AND ENCOURAGE THE PROVISION OF HIGHER DENSITY RESIDENTIAL USES, WITH A SPECIAL EMPHASIS ON MINIMIZING IMPACTS UPON THE SURROUNDING RESIDENTIAL NEIGHBORHOODS

- 5.1 Cluster commercial development

5.2 Increase commercial zoning to include depth of block to provide development flexibility in those areas in which to do so does not interfere with existing residences

5.3 Consider selective street closure to provide developable parcels and to protect adjacent residential areas

C. MIXED USE

1.1 Encourage mixed use commercial and residential development on commercial corridors

1.2 Regulate mixed use development to ensure compatibility with adjacent residential neighborhoods

1.3 Monitor businesses on the ground floor of mixed use buildings to ensure that these businesses do not expand into the residential portions of these buildings

D. TRANSITIONAL LAND USE

1.1 Residentially zoned vacant lots should be used exclusively for residential uses

1.2 Commercially zoned vacant lots should be used for either residential, commercial, or mixed commercial and residential use, depending on the community's needs at that time and the nature of the project

1.3 Vacant South Berkeley lots should not be used for commuter parking lots for the Downtown or other areas of Berkeley

1.4 Vacant South Berkeley lots are appropriate for parking only if the parking serves neighboring residential and/or commercial uses

1.5 Rehabilitate vacant residential and commercial buildings and return them to active use

E. PUBLIC INSTITUTIONAL USE

1.1 Whenever possible, locate public institutional uses on, or adjacent to, major arterials so that they are accessible to public transportation and will not impinge on surrounding residential areas

1.2 Whenever possible, maximize joint City/community planning and use of community facilities

F. OPEN SPACE/RECREATION USE

- 1.1 Encourage the development of vacant lots as community gardens
- 1.2 Encourage the development of open space and tot lots in South Berkeley's different neighborhoods
- 1.3 Develop those portions of the Santa Fe right of ways in South Berkeley that are inappropriate for housing as open space
- 1.4 Encourage the maintenance and supervision of parks, including program development
- 1.5 Require a soils study for new construction located on or near South Berkeley creeks in order to assess the soils condition and potential seismic condition of proposed development projects

G. URBAN DESIGN POLICIES FOR COMMERCIAL CORRIDORS

- 1.1 Develop design guidelines for commercial and mixed use (commercial and residential) structures to be applied by the Design Review Committee. The following elements should be examined: height, bulk, location, placement, building materials, form, colors, visual appearance. The following design considerations apply:
 - a. the project should: relate harmoniously in scale and design to its context; use appropriate landscaping materials; employ exterior colors which are natural earth and sky tones; and provide for the placement of continuous awnings
 - b. modification of the project design to minimize visual impacts; the use of landscaping as screening
 - c. the use of harmonious building materials
 - d. the use of landscaping, fencing, or other means of creating a buffer between commercial and residential uses

OPEN SPACE ELEMENT

OPEN SPACE ELEMENT

I. INTRODUCTION

The Open Space Element examines the existing South Berkeley park system and recreational facilities. The major objectives of the element include better integrating the open space system with the residential and commercial environment and enhancing existing parks, playgrounds, and recreation programs in South Berkeley.

II. SOUTH BERKELEY'S PARK SYSTEM

South Berkeley's parks consist of two Citywide parks (San Pablo Park and Grove Park), one tot lot on Prince Street, three mini-parks on Harmon Street, Haskell Street, and 63rd Street, and the Malcom X School Park. (See Table 79 & Maps 14-15 in Technical Appendix)

III. PARK STANDARDS

South Berkeley contains 11% or 17 acres of park facilities, and yet contains 16% of the City's population. South Berkeley is generally better supplied with park facilities than most other areas of Berkeley, despite the fact that various indicators of open space demand demonstrate the area's need for more parks. South Berkeley's parks are generally well distributed throughout the community except for the area south of Ashby Avenue and west of Adeline Street which lacks open space of young children.

IV. NONRECREATIONAL OPEN SPACE

Multi-family units lack adequate landscaping and planted open areas. The City's Zoning Ordinance's stipulation that individual balconies can satisfy up to 50% of the open space requirement for multi-family dwelling construction results in the provision of insufficient open space for the recreational needs of children. South Berkeley's commercial area lacks broad walking spaces and planted seating areas that would encourage pedestrian traffic.

V. UNDEVELOPED OPEN SPACE

The Santa Fe right of ways remain vacant eyesores which should be reused in ways that would be compatible with their location in residential neighborhoods.

VI. OPEN SPACE GOALS

Goal 1: ENHANCE EXISTING PARKS, PLAYGROUNDS, AND RECREATION PROGRAMS AND ENCOURAGE FULL COMMUNITY USE OF THE SOUTH BERKELEY PARK SYSTEM

- 1.1 Establish a priority of allocating available park funds toward the enhancement/expansion of existing parks, rather than buying or building new parks, except as provided in 1.2 below
- 1.2 Explore the possibility of buying land around Greg Brown Center/Park to expand the park, and provide better surveillance of activities within the park
- 1.3 Provide space and supervision at Grove Park for kids aged 6-12, including space for creative play and building things, and expansion of existing programs
- 1.4 Provide better lawn maintenance at San Pablo Park, in order to keep the park in a green state; and monitor soccer organizations and their activities to ensure that they leave minimal damage to the grass
- 1.5 Encourage better use of Greg Brown Center/Park, including its use for organized, regular outdoor activities, and use of the Center building for a young children's program
- 1.6 Establish older youth (14-21 years) activities/programs at San Pablo Park, including job fairs, visits and internships with City agencies and departments, craft classes, and field trips
- 1.7 Encourage the establishment of as many diverse activities as possible at San Pablo Park and Greg Brown Center/Park (modeled on existing programs at Grove Park) to promote maximum usage of these parks
- 1.8 Create a capital improvements program for major repairs and improvements to South Berkeley parks

Goal 2: PROVIDE EQUAL ACCESS TO PARKS FOR ALL RESIDENTS

- 2.1 Where possible, establish a park facility for South Berkeley, south of Ashby Avenue and west of Adeline Street, particularly for use by younger children
- 2.2 Ensure that all parks and recreation centers are accessible to the visually impaired, hearing impaired, and mobility impaired

Goal 3: IMPROVE THE APPEARANCE AND USE OF COMMERCIAL STREETSCAPES
TO CREATE A JOYFUL AND FESTIVE PEDESTRIAN ORIENTED,
MULTI-CULTURAL COMMERCIAL ENVIRONMENT

- 3.1 Establish a Revitalization Committee to create a sense of partnership and participation between the City and the community, in reestablishing the vibrant spirit of the commercial streets and the multi-cultural commercial center. The work program of such a committee should include promoting an annual "Clean Up South Berkeley Day" and an annual program, in conjunction with local merchants, of painting and decorating building exteriors
- 3.2 Explore new uses which emphasize pedestrian activity along Adeline Street and Sacramento Street, two corridors which have discouraged pedestrian use due to their width
- 3.3 Encourage the use of the street as a spontaneous, colorful shopping area by extending store activities out onto the street, and encourage physical improvements to emphasize the individual character of South Berkeley commercial corridors, such as: painting street crosswalks, installing bricks or tiles on streets and sidewalks
- 3.4 Create more opportunities for pedestrian use of sidewalks in commercial areas that provide a transition from interior open space to exterior open space. The sidewalk areas should include landscaping that is coordinated with the neighborhood design. The consistent use of one species of tree along a street or block is encouraged. Paving materials may be varied but must create a pattern that provides cues for people who are visually impaired
- 3.5 Brighten the retail strip to generate more confidence, investment, and additional uses
- 3.6 Establish public open spaces as a means of bringing people together for community interaction and to enliven the pedestrian environment. These spaces should be wheelchair accessible, and be located along the sidewalk or be visible from the street. Such amenities as artwork, patios with benches, fountains with nearby sitting areas, interior courtyards and roof plazas, and gardens are encouraged. The placement of street furniture should be done so as to avoid encouraging loitering.
- 3.7 Landscaping should be installed at the corners of major street intersections while evergreen shrubs should be established along commercial streetfronts, to be maintained by businesses along these corridors. As part of the landscaping program, additional trees should be planted in order to reduce the building and concrete intensity, buffer street noise, promote clean air, and soften the overall atmosphere
- 3.8 Transform the commercial streets into an urban flowering garden by encouraging merchants to establish and maintain flowering plants in such places as window sills, doorways, on fire escapes and along the sidewalk

- 3.9 Encourage the painting of buildings on a regular basis every five years, using natural colors such as earth and sky tones which enhance architectural detail; and the placement of continuous awnings, providing a colorful canopy which will link the storefronts, creating a greater sense of a unified commercial district
- 3.10 Encourage development which recycles old non-residential buildings for new uses
- 3.11 Place more trash receptacles along the commercial corridors
- 3.12 Promote the location of businesses which encourage pedestrian activity, e.g., ice cream parlors, bakeries, sidewalk cafes, shoe repair, copy centers, to enhance the attractiveness and vitality of the street
- 3.13 Explore the use of banners for announcements of South Berkeley and Citywide events, the opening of new businesses, etc.
- 3.14 The BART Flea Market is recognized as vibrant, outdoor commercial activity which is consistent with the open space goals for commercial areas

Goal 4: CREATE A VISUAL GATEWAY TO SOUTH BERKELEY

- 4.1 Encourage the City Council to establish a design competition for urban design improvements, including a gateway to South Berkeley, incorporating the Lorin Town heritage
- 4.2 Explore opportunities for locating a community-oriented museum in South Berkeley, showcasing the early history of the community as well as the continuing important events and achievements of local citizenry

Goal 5: EXPLORE OPPORTUNITIES FOR CREATING PRIVATE, COMMON OPEN SPACE

- 5.1 Encourage the City Council to direct the Parks Division to hold community workshops to explore ways to enhance the use of residential streets as open space resources
- 5.2 Amend the City's Zoning Ordinance to prohibit the use of individual balconies in calculating the provisions of useable open space for multi-unit residential development which has the potential for housing children (0 to 18 years). Any such useable open space should be designed as common area, and should be designed as a functional, integral part of the overall development
- 5.3 Direct the Codes and Inspection Division and the Health and Human Services Department to track problems with abandoned cars, garbage, and other blighted conditions on vacant lots

Goal 6: RETURN THE VACANT LAND ALONG THE ABANDONED SANTA FE RIGHT OF WAY TO ACTIVE USE

6.1 Identify and examine the issues surrounding the status of the Santa Fe Right of Way, including a survey of surrounding residents to determine their preferences for reuse of these sites, and to determine whether the original owners were compensated by Santa Fe when the right of way was acquired. Any evaluation of options for reuse of this land should include:

- title research, and the implications of realigning the right of way and returning the land to the adjacent properties, fee simple
- returning some of the land and keeping a public walkway through the center
- retaining some or all of the land for various public uses, including: public park, community garden, bike path, pedestrian path

**HISTORIC
PRESERVATION
AND
URBAN DESIGN
ELEMENT**

HISTORIC PRESERVATION AND URBAN DESIGN ELEMENT

I. INTRODUCTION

This Element sets forth strategies for enhancing the physical character of the South Berkeley community. It combines historic preservation and urban design because these are seen as two parts of the same whole. Efforts should be made to preserve important physical reminders of South Berkeley's history so that its history lives on; new development should be guided not only by principles of good design, but by a sensitivity to the historic character of the area.

Policies are set forth which ensure new development will be compatible with the old, and which will also enliven the streetscape and provide a framework for the community's rich multi-cultural character. The history of the area, and its physical reminders, are described in the first section, entitled "Historical Background". Broader urban design aspirations, including references to historic character, are described in the following section entitled "Urban Design".

This Element also discusses, and incorporates into its policies, the need to apply social sensitivity in both preservation and design efforts. The Plan's primary objective is to provide tools for the present multi-cultural community to revitalize its economy and social fabric. Because much of the community is made up of low and moderate income residents and businesses, this Element is written from the perspective that policies for enhancing the physical environment should not be carried out at the expense of dislocating the people who make up the community. Instead design and historic preservation are seen as one aspect of community revitalization. Therefore, part of the policy framework of the Plan is providing guidance to the bodies charged with administering design and preservation ordinances. This issue is addressed in the section entitled "Historic Preservation and Neighborhood Preservation".

II. HISTORICAL BACKGROUND

Like most of California, the South Berkeley area was first occupied by Coast Indians who peacefully fished and hunted until the Spanish arrived in the 18th century. The land area which includes South Berkeley was part of a Spanish land grant issued to Luis Peralta in 1824. The land was subsequently split among Peralta's four sons in 1842 and Vincent Peralta inherited all the land between Richmond and Lake Merritt. After the Mexican-American War, the new government of California began to promote homesteading of Spanish land grants. Within the next few decades, homesteaders took possession of all of Peralta's land.

Between 1872 and 1892, the unincorporated village area grew as a local center of commercial activity and as a suburb of Oakland. The community had initially been located along the major road between the lands owned by two early settlers, Mark T. Ashby and Edward Dana Harmon.

Ashby had taken control of a piece of land which stretched from Adeline Street east to Telegraph Avenue and approximately from what is now Alcatraz Avenue to Ashby Avenue. Harmon arrived in the Bay Area from Ohio in the 1850's and established a farm on Lake Merritt. In 1861, he sold this farm and bought 135 acres extending west from Ashby's land. The border between their properties seems to have been Adeline Street. During the next eleven years, Harmon sold all but seventy-one acres. By 1872, he had given up farming, subdivided his remaining land, and had become a "builder of fine homes." By 1876, Ashby had split his land and sold one half to a Mrs. Ann Dwyer.

A. Beginnings of a Community

From 1872 to 1891, Harmon built over forty Victorian homes in the South Berkeley area. Meanwhile, California's former Governor, Leland Stanford, was making arrangements to connect Berkeley to the main Southern Pacific Railway station in Oakland. He bought the right of way on what is now Stanford Avenue. Using this right of way, he connected Berkeley via Shattuck Avenue and Adeline Street to the main Oakland train station in 1876. A major stop on this line was on Adeline Street at Alcatraz Avenue ("Lorin Station"), with another stop on Adeline Street at Ashby Avenue ("Newbury Station"). This area became a major gateway between Oakland and Berkeley.

With attractive homes and nearby transportation, this small village of Lorin began to thrive during the 1880's. A post office was established in Mrs. Elizabeth Whitney's candy and notions store on the corner of Harmon Street and Calais (California) Street. Park Congregational Church was founded in 1885 on the corner of Fairview Street and Ellis Street. The Lorin School was built in 1889 in the block defined by King Street, Ellis Street, Alcatraz Avenue, and Harmon Street. Several more stores were constructed in the commercial area near the station.

People also began to identify their community with the railway stop. The earliest record of a popular name for the Alcatraz-Adeline stop was the name given to Mrs. Whitney's post office, "Lorin". The Adeline-Ashby stop came to be called Newbury Station.

By 1889, a description of the community proclaimed:

The thriving town of Lorin with its 150 houses, post office, church, and school house...is on the direct line both of travel of the proposed cable car lines, and, by virtue of its position and surroundings, is destined to become a market center.

B. Annexation and Commercial Development

In 1890, the town of Berkeley decided that Lorin was a prize worth annexing and it was not long before the matter came to a vote. One poster called on Lorinites to vote for annexation because:

Lorin is growing rapidly and can no longer be considered "out of town". Lorin has a population of about 700 and must have sewers and other town improvements to secure healthfulness.

Accounts of the annexation attempts indicate that South Berkeley's irregular borders were created so as to exclude landowners "in a position to defeat the annexation movement if they were included in the territory to be annexed."

Although the village may have had no official borders, Lorin did develop folk boundaries. Newspaper and real estate descriptions before annexation describe it as extending east from San Pablo Avenue. Similarly, its other borders may have reached north to Russell Street (Berkeley's 1878 border) and south to Oakland's 52nd or 53rd Street. Within the area between San Pablo Avenue and Shattuck Avenue, three of the original subdivisions had the Lorin name (Lorin Park, Lorin Heights, and Lorin Villa). After annexation, the name Lorin was associated with a smaller area centered on Lorin Station at Alcatraz Avenue and Adeline Street.

Throughout its history, the community's commercial center has been at the convergence of Alcatraz Avenue and Adeline Street. Until recently, many local businesses employed the Lorin name. For example, thirty two years after annexation in 1924, there was still a Lorin Tailor Shop, Lorin Fruit and Produce, Lorin Feed and Fuel Yard, Lorin Market, Lorin Beauty Parlor, and the popular Lorin Theater within a block of Lorin Station. The 1924 Berkeley Tourist and Business Survey also listed W.T. Drake Printing and Company and Piggly Wiggly Groceria as tenants on the block. By this time, the area was also a major transportation nexus with five different train routes crossing the Lorin Station intersection.

The station itself was located at what is now 3273 Adeline Street, with the actual train stop at the corner of Alcatraz Avenue and Adeline Street. The building, which has been known in recent years as Gordon's BART Plaza, was built in 1917, and was listed in the 1918 City Directory as Ashby Furniture, home of the Bay Area's largest furniture store. Later, the building served as the train stop's waiting lounge as well as a cigar store and coffee shop.

By the turn of the century, 1200 people, or about 9% of the total population of the city, lived in Lorin Village. The 300 or so Victorian homes which had been constructed by that time were located primarily in the Harmon and State University Homestead Association Tracts. (See Map 16 in Technical Appendix)

C. Establishment of the Key Route System

In 1903, the Key Route electric train system established a line down Adeline Street with stops at the old Lorin and Newbury Stations. The new electric trains linked Berkeley to other parts of the region and turned the City into a Bay Area commuter suburb. The influx of refugees from the San Francisco earthquake and fire also contributed to a 1903-1910 population boom which had profound effects on the community and its architecture. New construction during this period reached record proportions. The Victorians were out of vogue and the revivals become popular. In both the residential and commercial areas, architects and builders revived the California Mission and the American Colonial style.

The Central Park Tract near the Grove Street and the Adeline Street rail lines developed during the period from 1903-10. This was true for the commercial areas near Grove Street and Ashby Avenue and the residential neighborhood immediately to the west. This was not the first time, however, that there was an attempt to develop this section of South Berkeley. J. B. Whitcomb of San Francisco subdivided the tract in 1887. Whitcomb billed the tract as a "suburb of San Francisco." He claimed that there soon would be graded streets and uniform rows of deciduous trees. Pure well water was only fifteen feet down, he advertised, and "the soil is rich loam, growing corn and such fruit as cherries, apricots, and plums to perfection".

Despite this well calculated sales pitch, the land sold poorly until the Key Route was established. The instantaneous development of this neighborhood after the new rail line was built is observable in the architecture which remains today: the streets of the Central Park Tract are virtually lined with Colonial Revival houses. The commercial districts at Adeline Street and Alcatraz Avenue, as well as at Martin Luther King Junior Way and Ashby Avenue, also experienced significant growth during this period and were in their heyday by 1910.

D. Cultural Diversity of the South Berkeley Population

The people who lived in Lorin Village during the early 1900's were almost entirely White and predominately native born. The Chinese servants and cooks who were employed in many northeast and south campus households were not in evidence in this less affluent neighborhood.

The ethnic composition of the majority White population was very mixed. One quarter were foreign born, and among the native born, a majority were first generation Americans whose ancestry could be traced directly to southern, northern, or western Europe. In fact, the population of the area was ethnically similar to the City as a whole, although Ocean View (West Berkeley) had a larger population of newer immigrants. Most South Berkeley male heads of household were skilled workers or lower and middle class white collar workers. Very few families would have described themselves as upper class and very few would have perceived themselves as poor. Indeed, this section of the City was solidly working or middle class.

Consistent with the times, the majority White population demonstrated extreme intolerance toward the arrival of other ethnic groups and cultures, as evidenced by an article on "Lorin Items" in the Oakland Enquirer, June 16, 1887, stating "an evil cloud hangs over town. A Chinese washman has been hunting for a house to do business in. Just turn the dogs and boys loose, please, when he comes again." This attitude was not limited to Lorin/South Berkeley; Chinese men often had to endure taunting and physical attacks in the street during these times, including grown men pulling their "queues" (long braids) as a form of torment.

In subsequent years, the examples of racism and intolerance became less direct, but pervaded the Berkeley community, nonetheless. Up until the 1950's, real estate practices outside of South Berkeley were openly racist, with deed restrictions prohibiting sales of property to "coloreds and orientals"; and many businesses along San Pablo Avenue posted signs stating "no Negro trade solicited" throughout the 1940's.

Only two Black households are recorded in the 1900 Census. Arriving in Berkeley in the 1890's, they settled within a few blocks of each other. Ella Duncan lived on King Street. She was born in New York in 1848 and was a widow with some formal schooling. She rented a room to Harry Dismell, a 36 year old Black man born in Maine, who was employed locally as a cook.

The Boykin family lived a few blocks away on Ellis Street. George Boykin was 63 and was born in the Midwest. Like Ella Duncan, he had received some education, and worked as a janitor. The five Boykin children attended Lorin (Lincoln) School. The Duncan household and the Boykin family represented 14% of the total black population of the City. Berkeley's 66 Black residents seem even smaller when compared to the Black population of 1,026 in Oakland and 1,654 in San Francisco.

Berkeley's first Japanese residents came in 1884; by 1912, 500 Japanese lived in Berkeley. Early real estate practices restricted housing for the Japanese as well as for Blacks and Chinese to that section of the City west of Martin Luther King Junior Way and south of Dwight Way. Several Japanese preferred to live in Berkeley, although they were employed in Japanese commerce and banking in San Francisco. The San Francisco Yokohama Specie Bank had so many employees living in Berkeley that it provided them with a private tennis court on Acton Street.

After the turn of the century, South Berkeley's non-White population began to make strides in the community toward improving the quality of life for themselves. In 1905, Leon Frederic Marsh, a lieutenant in World War I, became Berkeley's first Black letter carrier. His wife, Vivian Marsh, later organized Berkeley's first free childcare center in South Berkeley. In 1906, Ora Chang became the first Chinese student to attend Berkeley Public Schools. With the help of a U.S. Senator, she broke the racial barriers and entered McKinley School. In 1909, Vivian Rodgers, a descendant of early Californian pioneers, became the first Black to graduate from the University of California at Berkeley.

The development of Black civic and social clubs in California was led by women who wanted to pursue cultural interests and provide charitable services. The Fanny Jackson Club, the oldest Black club in the State, was founded on June 20, 1899, by Berkeley and Oakland women. The Mother's Charity Club, established in 1905, and the Phyllis Wheatley Club of the East Bay, organized by Hettie Blonde Tilghman in 1914, were active Bay Area groups cooperating for racial solidarity under the umbrella of the California State Association of Colored Women's Clubs. In 1928, men's organizations consisted of the East Gate Lodge 44 of the Prince Hall Masons in Berkeley. Many of the men were employed as cooks, waiters, red caps, and porters on the transcontinental trains.

Throughout the 1920's and 1930's, immigrants to the South Berkeley area were predominantly Blacks from the rural south, and Japanese. Japanese residents located primarily in the very eastern section of the Mathews Tract and in the State Homestead Tract. Until the late 1940's, there were few residents of Spanish or Mexican descent in Berkeley; those who lived in Berkeley resided in the Ocean View/West Berkeley area.

In 1940, Chinese, Japanese, Latinos, and Blacks represented approximately 6% of Berkeley's total population of 85,547. Each group had its own community. Churches and social organizations were established. Whenever feasible, people patronized the businesses and professional services of members of their own cultural group. The groups were small, so their activities were frequently joint enterprises with residents of neighboring cities.

The area remained relatively stable until the 1940's. This stability ended during World War II, with President Roosevelt's Executive Order 1066. Stripped of personal and property rights, Japanese and Japanese Americans were forced to relocate to internment camps throughout the country. As the Japanese were being relocated, hundreds of thousands of jobs were being created to support the war effort and the Bay Area experienced a major population explosion. Since there was already an established Black community in South Berkeley, many newly arriving Blacks moved to this area, occupying vacant homes left by relocated Japanese. (A Black army camp, Camp Ashby, was established in 1942 at Ashby Avenue and 7th Street, in order to train military police for the Army). In some instances, however, the Mason-McDuffie Company was active in managing properties owned by some Japanese, allowing many to reclaim their properties at the end of the War.

The influx of war workers stimulated housing construction. Many of the older homes in the Harmon and State University Homestead Tracts were torn down, and much of the remaining open space in all five tracts was used for these wartime houses. The World War II tract homes were modest, single story, small, and inexpensive bungalows. Like their Victorian, Colonial Revival, and bungalow predecessors, they were well suited to the pocketbooks, social needs, and tastes of the families who lived in them.

The World War II period also saw the development of the area around Sacramento Street. Until the 1930's, much of the street functioned as an alleyway. The Santa Fe Railroad ran through Sacramento Street, passing by the backyards of some of the street's houses. Most of the buildings fronting on Sacramento Street were constructed just after World War II, when real estate prices made it profitable for the residents of Stanton Street to lease their backyards out to merchants, or to become merchants themselves. It was along this short strip of commercial activity that some of the area's brightest spots were located, notably the Lark's Club (subsequently the Shalimar Club), the major nightspot for Blacks throughout Berkeley and much of Oakland.

III. PROMINENT ARCHITECTURAL STYLES IN SOUTH BERKELEY

A contemporary observer walking the streets of the Harmon and University Homestead Tracts in 1900 would have seen about 40 Harmon Stick-style Victorians and 250 or so other homes in the Italianate and Queen Anne styles. Most of these homes would have been Queen Annes because they were popular when the area began to grow in the 1890's. Although a few scattered homes would have been found in other parts of South Berkeley, the farmlands west of Calais (California) Street were largely undeveloped until after the turn of the century.

About half of the Queen Anne, Italianate, and Stick-style Victorians survived demolition. Today, there are about 75 of these homes in the Harmon Tract, 25 in the State University Homestead Association Tract, 10 in the Mathews Tract, one in the San Pablo Park Tract, and others scattered throughout the area. This rate of demolition and rebuilding helps to explain why the Harmon and State University Homestead areas are so architecturally heterogeneous. Fairview Street between Sacramento Street and California Street is a good example. The 1900 Census showed 16 Victorian homes on the block. Although 7 survived, 9 of the homes were replaced with colonial revival row houses, bungalows, or modern apartments and homes.

There are more Stick-style Victorians in South Berkeley than in any other section of the City. The square vertical feel of these homes on Woolsey, California and Harmon Streets is emphasized by the square bays, board and batten panels, and the vertical stick-work boards nailed to the corners of the structure. The Italianates in the area are modest and in keeping with the socio-economic makeup of the neighborhood. They are single story and elegant. Most have hipped or low-gabled roof lines and shiplap (drop) siding. The windows of these homes have elegant hood or shelf moldings with distinctive double-curved brackets framing long, sometimes arched windows. The Queen Annes have a more highly decorative facade. They usually sport fishscale shingles, sunburst panels, ornate brackets, and turned balusters. Most of these 19th century survivors are modest cottages like their Italianate contemporaries.

The early 20th century Colonial Revivals were a sharp contrast to their Victorian predecessors. They were large, garageless commuter homes located near the rapid transit system. Stylistically, they were a throwback to the architecture of Colonial America. These houses are characterized by a boxy shape, hipped roof, small central dormers, and clapboard wooden exterior siding. Many examples have angled bay windows and a small porch with classic columns, while others are more ornate. There are one and two story versions of this style. Most of these early homes have survived demolition and major structural changes.

About the same time that the Colonial Revivals were being built in Central Park, a very different type of neighborhood was developing in another area of South Berkeley. In 1906, the Mason-McDuffie Company subdivided the San Pablo Park Tract. The McDuffie plan was to build clapboard and craftsman bungalows around a formal urban park. Many of these modest dwellings were constructed, and in 1910 the land for the park was donated by the company to the City. Within four years, development funds were secured and the City's first park was laid out to include a swing, a seesaw, bars, and a football and a baseball field.

In 1912, a commuter train was established on California Street. The new rail line helped to stimulate housing construction in the previously undeveloped Mathews Tract.

A modern structure replaced the old Longfellow School at California and Derby Streets in 1923. The popular California Bungalow also made its South Berkeley debut during the 1920's. This modest import from southern California was a significant feature of the Mathews Tract by the end of the decade.

The California bungalow was very different from the Victorian and Colonial Revival homes so common in the tracts east of California Street. The bungalows were small, compact, usually single story houses with "double mountain" roof lines and overhanging eaves. They had large open porches with elephantine columns. Typically, they were built with a large front window divided into three parts. The earliest models were finished with clapboard or wood shingle siding. These homes frequently had many of the characteristics of the Brown Shingle houses which were built in the eastern part of the City during the early 20th century. These characteristics included exposed rafters, projecting or diagonal brackets, and clinker brick chimneys. The bungalows of the 1920's and 1930's were almost exclusively made of stucco. (See Table 80 in Technical Appendix)

There are eight structures in South Berkeley which are listed on the State Historic Resources Inventory and nine sites and structures listed as architecturally significant by the Berkeley Architectural Heritage Association (BAHA). There are currently 110 City landmarks, five of which are located in South Berkeley. (See Map 16A in Technical Appendix)

SOUTH BERKELEY LANDMARKS

Address/Original Name	Year Built	Date Landmarked
3228 Adeline/Carlson's Block	1903	7-19-82
3250 Adeline/India Block	1903	7-19-82
3286-3290 Adeline/Wells Fargo Bank	1906	7-19-82
3332 Adeline/Lorin Theater	1914-20	6-21-76
1802 Fairview/Park Congregational Church	1910	6-21-76

IV. URBAN DESIGN

South Berkeley's commercial areas are dominated by one and two story buildings on wide avenues (Adeline and Sacramento Streets, San Pablo and Shattuck Avenues) which were developed as rail and streetcar lines. Although neighborhood serving retail uses typically occupy the ground floor spaces in these buildings, the occurrence of vacant store fronts and vacant lots, combined with the scale of these streets, accentuates the disaggregated appearance of the retail environment. The width of these streets combined with the lack of pedestrian amenities, including crosswalks, street furniture, outdoor seating, and landscaping, mean that few of these areas function well as pedestrian oriented retail environments.

On the positive side, the commercial areas have a wide variety of multi-ethnic businesses and many beautiful commercial structures. Many of these buildings are Victorian structures dating from the last century. South Berkeley's commercial areas have a strong potential to be colorful, engaging shopping areas. Achieving this objective would be greatly

assisted by the preparation of an urban design concept, and design guidelines for new infill development. Such a plan should draw on the influences of historic architecture and the multi-ethnic character of the many existing businesses.

Improving the visual appearance of the area around Adeline Street and Alcatraz Avenue is a key urban design opportunity. This area could serve as a major visual gateway to South Berkeley and all of Berkeley. While its appearance is now open, unorganized, and without focus, this could be changed by a well thought out design for public right-of-way improvements, and guidelines for the development and enhancement of adjoining private parcels. Attention to a landscaping plan along Adeline could also make a substantial difference in the character of that street.

V. HISTORIC PRESERVATION AND NEIGHBORHOOD PRESERVATION

A. Historic Preservation and Urban Design Concerns

South Berkeley is a vital community with a rich cultural and architectural history. The character of the community is maintained through its cultural institutions, commercial areas, distinct residential neighborhoods, and, above all, the collective contributions of South Berkeley's residents and merchants.

Historic preservation in South Berkeley establishes a link between South Berkeley's past, embodied in its older residential and commercial structures, and the present, embodied in the daily use and appreciation of these structures. Historic preservation efforts must recognize current cultural and economic values and realities, while seeking to protect and preserve those buildings that most meaningfully reflect the community's past.

Neighborhood preservation defines historic preservation within the context of supporting and enhancing the existing community. The needs and concerns of people who occupy and use historic structures are integral to the historic preservation process. Buildings lose purpose and meaning when separated from peoples' use and appreciation of them. Likewise, people can not be subordinated to buildings in an effort to preserve the past.

Neighborhood preservation recognizes the integrity and vitality of an existing community by requiring sensitivity to the economic and cultural effects of landmarking structures. Members of the community should occupy a major decisionmaking role in determining which buildings should be landmarked and in identifying rehabilitation standards that are affordable to low and moderate income merchants, residents and property owners. Community education regarding the value of historic preservation, the process for landmarking buildings, and affordable rehabilitation approaches is critical.

The concept of neighborhood preservation allows the community to determine the historic value of its buildings, while recognizing that older structures are of value to the City as a whole. A community such as South Berkeley, which has a long history of maintaining and appreciating its

older structures, is well equipped to participate with the Landmarks Preservation Commission (LPC) in determining which of its commercial and residential structures, sites, and areas should be designated and protected as landmarks.

In 1974, the City Council adopted the Landmarks Preservation Ordinance, (LPO) designed to protect residential and commercial structures, sites, and areas of historic merit from insensitive exterior alteration or demolition. As specified in the Ordinance, the basic intent is to protect resources which are reminders of local, state, or national history.

Landmarking a commercial or residential building regulates the restorative and rehabilitative exterior work that can be done to that building. While the LPC has adopted the Department of Interior guidelines for applying historic rehabilitation standards, a question that remains about the application of the LPO is whether the standards of historic restoration, as opposed to historic rehabilitation, should be applied in any given case. Historic restoration is a more costly standard which requires that the building be returned to its original, historic state. Historic rehabilitation, on the other hand, does not require replacement of historically altered building elements, but does require preservation of the existing historic elements. It should be noted that the Landmarks Preservation Ordinance does allow flexibility in applying standards, and additionally requires that the LPC consider the economic feasibility of the proposed project. Should rehabilitation standards pose a financial hardship on a property owner, the ordinance empowers the Commission to waive those requirements.

The cost of historic rehabilitation is an issue of major importance to a community such as South Berkeley which includes so many low income home owners and building owners. It is important to develop and specify historic rehabilitation standards that minimize costs to the property owner, while maximizing historic preservation efforts. Guidelines for application of historic rehabilitation standards should be created, including:

- a. detailed references to all exterior building systems (windows, siding, stairs and porches, roof, cornices, doors, foundation)
- b. architectural drawings of building details
- c. suggestions regarding: building materials, including presentation of the least expensive materials that could be used; color schemes; methods for doing the work

Historic rehabilitation standards should be developed and applied using the historic building code and other existing building codes, along with the Department of the Interior's standards for historic rehabilitation, Department of Housing and Urban Development standards, and other residential and commercial codes that may be relevant. The objective would be to develop low cost standards for building repair that would serve the purpose of historic preservation.

There is a concern on the part of some South Berkeley residents that the application of the LPO, either in designating landmarks or in applying its standards for rehabilitation, may occur without regard to the concerns of individual property owners. Even though South Berkeley's experience with the LPO has, to date, been benign, low income and older community residents are particularly apprehensive about a perceived or actual reduction in property rights, although these individuals may also be interested in preserving South Berkeley's history.

Whether these infringements are actual or perceived, the Landmarks Preservation Commission needs to be sensitive in applying its authority because, as Citywide experience has shown, the landmark designation process works best when owner and community support is evident. Similarly, projects are most successful when there is a balance between the needs of historic preservation and the objectives and limitations of the owner. The LPC and its staff can also act as a resource for applicants in determining the most effective means to rehabilitate a historic structure.

Similarly, there may be a number of business owners and commercial property owners who have concerns about the application of the City's Design Review Ordinance to non-landmarked structures in commercial zones. Without clear guidelines and a recognized appreciation for the multi-cultural diversity of the commercial areas, application of this ordinance could also be frustrating to South Berkeley merchants and building owners, even though these owners may also have a strong desire to improve the visual quality of the business district. There are, in addition, many other South Berkeley residents and business owners who remain uninformed regarding the existence of the LPO and the Design Review Ordinance. The Landmarks permit review process and design review process might be frustrating and confusing to these individuals in the absence of guidelines which are sensitive to communities such as South Berkeley. Public education about the purposes and procedures of these ordinances is essential.

In order to ensure that South Berkeley's needs are addressed within the context of the preservation of historically significant structures, and in the design and renovation of other structures, it is appropriate to develop an integrated set of urban design and historic preservation guidelines which give clear guidance to permit applicants and which incorporate a sensitivity to the needs and multi-cultural character of South Berkeley. Development of these guidelines should include the participation of merchants, residents, and building owners, as well as other individuals and groups concerned with historic preservation and urban design.

B. Creation of a Community Museum

The South Berkeley community has a rich, multi-cultural history which needs to be permanently showcased and chronicled in order for it to remain accessible to young and old, local and non-local alike. The provision of a Lorin Museum would serve not only as a showcase and archive for the community, but as a monument to both the past and future of South Berkeley.

VI. HISTORIC PRESERVATION AND URBAN DESIGN: GOALS AND POLICIES

GOAL 1: PROMOTE HISTORIC PRESERVATION AND DESIGN GUIDANCE FOR PRIVATE AND PUBLIC PROPERTIES IN SOUTH BERKELEY AS ONE ASPECT OF NEIGHBORHOOD PRESERVATION AND REVITALIZATION, WITHIN THE FRAMEWORK OF RETAINING AND ENHANCING THE EXISTING MULTI-CULTURAL COMMUNITY AND ITS TRADITIONS AND VALUES

- 1.1 Develop a set of urban design guidelines, including historic preservation guidelines, for South Berkeley. These will guide the design of newly built and rehabilitated structures in both commercial and residential areas, while relying on existing processes for administering and implementing them. The guidelines will be used by the Board of Adjustments, Design Review Committee, Landmarks Preservation Commission, and City staff in applying their respective ordinances and charges relative to South Berkeley.

The guidelines will be developed in consultation with various interested groups, including: the Planning Commission, Landmarks Preservation Commission, Design Review Committee, Board of Adjustments, Berkeley Architectural Heritage Association, South Berkeley Neighborhood Development Corporation, and community residents, business owners, and architects.

The guidelines shall include the following:

- a. A profile of South Berkeley's historic buildings, including identification of general building types and specific structures, with reference to how these structures came about and how they are presently used.
- b. An explanation of the linkage between historic preservation and neighborhood preservation, including a guide to maintaining the quality and affordability of existing structures which undergo historic preservation efforts.
- c. Drawing a distinction between historic rehabilitation standards and historic restoration standards, and indicating under what circumstances each is appropriate.
- d. Policies which encourage retaining historically significant properties in South Berkeley.
- e. Policies which encourage adaptive reuse of older buildings, where feasible, in order to preserve important design characteristics of South Berkeley neighborhoods, and possibly to enhance the affordability of commercial and residential space.

- f. Specific guidelines for infill development in commercial areas and for non-residential development in residential areas to maintain and ensure compatibility with the predominant architectural patterns, scale, and massing of the existing built environment, and particular sensitivity to adjoining landmark structures.
 - g. Specific guidelines for improving and enlivening the pedestrian environment and streetscape, including guidelines for the use of color, building materials, landscaping, fencing, awnings, street furniture, etc.
 - h. Identify and make available published resources which can assist the public in private rehabilitation efforts, particularly for residential rehabilitation and construction.
- 1.2 Promote use of the booklet "Rehab Right", developed for the City of Oakland, for use by homeowners during remodeling or renovation of buildings of historic significance. This booklet should be made available to the public at the City zoning and building counters, public libraries, hardware stores, and other visible public places within the community.
 - 1.3 Prepare a public/private partnership streetscape improvements plan to implement the recommendations in Goal 3 of the Open Space Element regarding facade improvements, landscaping, and public right of way improvements. Consider establishing a design competition for key urban design improvements, including a gateway to South Berkeley which incorporates the Lorin Town heritage.
 - 1.4 Identify and encourage potential private and public funding for conducting a survey of historic sites and structures and work with the community to complete a survey of historic resources if funding is obtained.

GOAL 2: PROMOTE THE HISTORIC VALUE OF THE SOUTH BERKELEY COMMUNITY

- 2.1 Explore the possibility of locating a community museum in South Berkeley, possibly at the old Wells Fargo Bank building or the Black Repertory Group Theater facility, providing a showcase and official archives for the early multi-cultural history of the community as well as past and continuing important events and achievements of the local citizenry.
- 2.2 Identify appropriate locations for historical markers, recognizing the multi-cultural background of the community, and highlighting sites, events, and community leaders of historic significance.

- 2.3 Encourage the City Council to establish a design competition for urban design improvements and a gateway to South Berkeley.
- 2.4 Approach the Bay Area Rapid Transit District Board, requesting that they rename the South Berkeley BART Station the Lorin Station, as a reflection of South Berkeley's history.
- 2.5 As part of the environmental review process, all major development projects should be carefully reviewed in order to ensure that valuable archaeological deposits are not damaged or covered. Identified cultural resources should be recorded on form DPR 422 or a similiar form acceptable to the State of California Office of Historic Preservation.
- 2.6 In the event of an archaeological find, work on the project must be halted and means should be found to avoid damaging effects on the cultural resource. If such effects cannot be avoided, the significance of the cultural resource should be evaluated and, if the find is found to be an important archaeological resource, an excavation plan should be developed. In the event of the discovery of human remains, there shall be no further disturbance of the site until the coroner or Native American Heritage Commission have taken all steps necessary to identify and dispose of the remains.

**COMMUNITY
RESOURCES
ELEMENT**

COMMUNITY RESOURCES ELEMENT

I. INTRODUCTION

In 1980, South Berkeley had a population of approximately 15,900 persons, of whom 68% were Black (10,850 persons). Youth under 15 represented 19% of the population, while those over 55 accounted for 12% of South Berkeley's population. Both of these figures are higher than the comparable statistics for the City as a whole. In 1980, income levels, particularly among Black families, were substantially lower in South Berkeley than in the City as a whole. Unemployment levels among Blacks were critically higher in South Berkeley than they were Citywide.

The long standing difficulties faced by many South Berkeley residents in pursuing a decent standard of living are well documented, and contribute to the need for a strong network of community resources. Government bureaucracies are limited in their ability to both understand and appropriately address the needs of minority communities, and therefore, some communities have begun to exert a more assertive role in addressing their own needs, and those of its members.

The emergence of illegal and undesirable activities has prompted local community involvement in the provision of services. Over the past ten years, increasing drug trafficking and usage has been especially prevalent in South Berkeley, among several other Bay Area communities. While these activities occur in neighborhoods of all income levels, lower income neighborhoods are generally the most sensitive to the presence of such activities due to the frequently blatant street transactions, accompanying crime (robberies, burglaries, etc.) resulting from the ever increasing need for cash to accommodate drug dependencies, and the intimidation of local residents.

Due to the worsening crime situation, the South Berkeley community has pressured the City Council and Police Department to maximize police efforts to eradicate such activities. The community has formed neighborhood watch groups to monitor the criminal presence in their areas, and cooperates with local organizations and the Public School District to minimize the potential for youths to become involved with drugs and crime.

II. COMMUNITY RESOURCE NETWORK

The following list of services and agencies represents the current range of resources available to the South Berkeley community. Detailed information on each agency or service is available in the Technical Appendix.

A. Health Programs

1. Over 60 Clinic
2. Berkeley Addiction Treatment Services (BATS)
3. South Berkeley's Women's Clinic
4. The Berkeley Academy

5. Berkeley Mental Health Clinic
6. Health Programs Outside of South Berkeley, with a Large South Berkeley Clientele
 - a. Women, Infant, and Children Program
 - b. Seniors Preventative Health Care Program

B. City Operated Community Service Programs

1. South Berkeley Senior Center
2. Frances Albrier Center/San Pablo Park
3. Youth Employment Services
4. Young Adult Project/Martin Luther King Jr. Youth Services Center
5. Community Energy Services
 - a. Low Income Weatherization Program
 - b. Energy Crisis Intervention Program
 - c. Community Energy Services Corporation (CESC)

C. Community Based Service Programs/Centers (Private Non-Profit)

1. Inter-City Services
2. Lizzie's Upholstery
3. Veteran's Assistance Center
4. Bay Area Urban League
5. South Berkeley YMCA Resource Center
6. New Light Senior Center
7. Berkeley Youth Alternatives (BYA)
8. Center for Independent Living (CIL)
9. Neighborhood United for Accessible Housing
10. Housing Rights, Inc.
11. Women's Employment Resource Corporation, Inc. (WERC)

D. Community Childcare Resources

1. Childcare Referral Agencies
 - a. BANANAS
 - b. Bay Area Licensed Day Care Operators (BALDCO)
2. Childcare Centers
 - a. King Child Development Center
 - b. Ephesian Day Care Nursery
 - c. Progressive Christian Day Care Center
 - d. Caring Center

3. Berkeley Public Schools - Extended Day Care Centers

- a. Jefferson School
- b. LeConte School
- c. Longfellow School
- d. Washington School
- e. Columbus School

E. Community Cultural Resources

- 1. South Berkeley Branch Library
- 2. Black Repertory Group, Inc.
- 3. South Berkeley Churches
 - a. All Nations Church of Christ Holiness
 - b. Berkeley Higashi Honganji
 - c. Berkeley Methodist United Church
 - d. Bethlehem Temple
 - e. Bible Way Church of God in Christ
 - f. Christian Layman Church
 - g. Church By The Side Of The Road
 - h. Deliverance Temple Holiness Church
 - i. Divine Healing Holiness Church
 - j. Ebenezer Baptist Church
 - k. Ephesian Church of God in Christ
 - l. Galilee Baptist Church
 - m. General Assembly Church of Berkeley
 - n. McGee Avenue Baptist Church
 - o. Mt. Zion Church of God in Christ
 - p. Ollie Grove Baptist Church
 - q. Phillips Temple CME Church
 - r. Progressive Baptist Church
 - s. South Berkeley Community Church
 - t. St. John's Russian Orthodox Church
 - u. St. Paul AME Church
 - v. Thai Buddhist Temple Mongkolratanaram
 - w. The Word

F. Community and Neighborhood Organizations

- 1. Community Wide Organizations
 - a. South Berkeley Neighborhood Development Corporation (SBNDK)
 - b. NAACP - Berkeley Branch
 - c. Berkeley Black Caucus
- 2. Neighborhood Organizations
 - a. San Pablo Neighborhood Council
 - b. Newbury Street Association
 - c. Savo Island Neighborhood Association
 - d. Bartview Neighborhood Association
 - e. McGee Neighborhood Association
 - f. Acton-Carrison Improvement Corporation
 - g. Stanton Street Association

- h. Tyler Street Neighborhood Association
- i. Harriet Tubman Tenants Council
- j. Savo Island Co-op Homes
- k. San Pablo Recreation Council
- l. Parker-McGee Neighborhood Association
- m. Fairview Street Neighborhood Association
- n. Otis-Russell Streets Neighborhood Association
- o. Woolsey-Wheeler Neighborhood Association
- p. Otis Street Neighborhood Association

NOTE: This neighborhood organization list may be incomplete

G. Crime

The incidence of crime and undesirable activities such as loitering, burglaries, assaults, shootings, and drug trafficking has seriously eroded the quality of life in South Berkeley, as well as the general appearance and image of the community. While the incidence of crime in South Berkeley is significant, the perception of such activity is even higher, further undermining the image of the community and instilling fear in neighborhood residents. Much of the criminal activity occurs directly on the streets in both commercial and residential areas. Residents, businesspersons, and pedestrians are unable to shop or walk in the community free of the fear of becoming crime victims.

Table C. MAJOR OFFENSES BY CENSUS TRACT: 1986

Tract	Homicide	Rape	Robbery	Aggrav. Assault	Burglary	Auto Thefts	Thefts	Arson	Tot.
4233	--	2	14	25	90	50	140	6	327
4234	2	2	37	23	132	56	186	4	442
4235	--	--	32	8	118	37	438	1	634
4239	1	3	42	12	101	43	405	3	610
4240	5	6	73	52	220	100	309	10	775
C of B									
Total	12	58	714	421	2688	1124	8041	75	13133

NOTE: Census Tracts 4235 and 4239 include areas that are outside of South Berkeley.

DEFINITIONS: Robbery: taking of property from the physical custody of an individual.

Burglary: entering a dwelling to accomplish a theft.

Auto Theft: theft of a car, not merely one element of the car.

Theft: taking of someone's property without an encounter with an individual.

SOURCE: City of Berkeley Police Department

Recent Police Department statistics reveal an overall reduction in reported major offenses between 1985 and 1986, with a 3% reduction Citywide and a 5.7% reduction in South Berkeley. Much of this reduction can no doubt be attributed to the increased focus upon South Berkeley "hot spots" (locations of frequent crimes) by the Police Department, the success of neighborhood watch groups, and local improvements in social services. As positive as these reductions may be, the continued high incidence of crime can only be counteracted by a further infusion of community and City resources.

In response to the general outcry regarding crime in Berkeley and the efforts of the Adeline-Alcatraz Merchants Association and adjacent neighborhood watch groups, the City has established a Task Force comprised of representatives from the Office of Economic Development, Police Department, City Manager's Office, Health and Human Services Department, and other departments designed to coordinate City services in South Berkeley. This Task Force will increase the City's ability to respond to crime and other problems in the community.

1. Neighborhood Watch Program - One of the most widely implemented Crime Prevention Bureau programs, Neighborhood Watch helps to create an atmosphere of resident control over the neighborhood and provides an opportunity for neighbors to become better acquainted. Upon request, a crime prevention officer and the beat officer for the respective block will attend a meeting organized by local residents. The officers will explain how to recognize suspicious activity and how to report such activity to the Police. The officers will also discuss personal and physical security, and then assist in developing a telephone network for the Neighborhood Watch Block. There are currently 58 neighborhood watch groups in South Berkeley, the area of the City with the largest degree of participation in the Program.

2. Senior Watch - Berkeley Police Officers make monthly presentations at the Senior Centers, incorporating information about crime trends in South Berkeley neighborhoods and approaches to crime prevention and personal safety.

3. Business Watch Program - Business Watch is similar to the Neighborhood Watch Program, yet is tailored to the business community. Robbery, burglary, check/credit card fraud, and shoplifting prevention programs are available for business owners and employees.

4. Operation I.D. - The Police Department has made available electric engravers to be used for etching identification numbers on property, making goods less attractive for a burglar to take and more difficult to sell.

5. Residential Security Program - Upon request, a police officer will visit individual homes and make a thorough assessment of security needs. The survey evaluates lighting, planting, out structures (sheds, garages, etc.), alarms and hardware appliances.

6. Personal Safety and Rape Prevention - The Crime Prevention and Sex Crimes Bureau jointly coordinate programs and presentations on personal safety and rape and sexual assault prevention. Upon request, an officer will make presentations to individual groups.

7. Berkeley Boosters - The Berkeley Boosters are a group of businesses, residents, and other concerned citizens who work with the Berkeley Police to reduce crime. The Boosters fund crime prevention programs throughout Berkeley. Volunteer Police Officers assist in organizing and coaching youth in many of the activities.

8. Ride-a-Long Program - This Program is designed to give those who live or work in Berkeley a firsthand view of police officers at work. Anyone may request to ride-a-long, selecting a date and time to go on patrol with a uniformed officer.

9. Volunteer Program - The Crime Prevention Bureau also coordinates a Volunteer Program, which provides an opportunity for individual growth, personal enrichment, and service to other members of the community. Volunteers assist at information counters within the Police Department.

10. Explorer's Program - A Program specifically funded by the Berkeley Boosters, the Explorer's Program provides experience and community service for youth between 14 and 18 years old.

11. Foot Patrol - The Foot Patrol Program is designed to provide a greater sense of police presence in areas of intense activity within the community, as well as to allow officers an opportunity to become more informed and more familiar with the merchants and residents within these areas. This program has been highly requested by the South Berkeley community for Adeline and Sacramento Streets.

III. AREAS FOR IMPROVEMENT IN COMMUNITY SERVICES

There has been a rise nationally in the media attention devoted to health issues which either affect the general population (e.g., drug and alcohol abuse, AIDS, lung and other cancers), or which have a particularly high incidence within the Black community (hypertension, venereal disease, insufficient prenatal care, etc.). Often those most affected by these health problems, including youth, seniors, low income persons, and persons of color, lack access to health information and resources.

South Berkeley seniors have available to them a range of health and social services. However, seniors require further assistance in making their residences accident proof and in reducing their isolation from other community members.

There is insufficient outreach to the community regarding existing public health services. Residents require more information regarding health hazards, health promotion, general health screening, and the location of available health services. Alameda County's Health Care Van Program has for many years provided important access to health information and screening for low income neighborhoods. This Program's funding has decreased to the degree that the Program is currently limited to one van, severely limiting its ability to assist the South Berkeley community. The expansion of this Program would make a substantial contribution towards health promotion in South Berkeley.

Health information could be made available in one centralized location at an information center that would promote a range of City and non-profit programs.

There exists an urgent need for the provision of emergency services within the South Berkeley community. The City of Berkeley Public Safety Department reports a Citywide average paramedic response time of 3-5 minutes; this response time is faster than that perceived and/or experienced by residents in the South Berkeley community. Given the fact that South Berkeley has a higher proportion of seniors and small children, as well as a higher rate of violent crimes than the rest of the City, health planning activities should include the provision of an emergency trauma center in a centralized location within South Berkeley, perhaps utilizing an existing City owned site.

Encouraging the development of new childcare centers in South Berkeley through the provision of technical assistance and subsidies would create more opportunities for parents to enter the workforce. This effort would also provide a source of income to residents who use their homes as licensed day care centers.

The location of a methadone program on Sacramento Street, Berkeley Addiction Treatment Services (BATS), has been a community issue since its relocation from Herrick Hospital in 1984. There is a concern that the program will have an adverse affect upon revitalization efforts, and exacerbate problems with drug dealing in the area by attracting addicted clients from other parts of Berkeley and Oakland.

Half of the program's clients, in fact, are residents of South Berkeley. When the Program began in 1971 it was designed to be both an institutional and a community based program, with an office at Herrick Hospital and an office in the South Berkeley community.

The goal of creating a community based drug treatment program is not necessarily compatible, however, with other land uses on Sacramento Street. As indicated by surrounding merchants, parking problems are considerable, even given the program's 5:30 a.m. to 2:30 p.m. operating hours, since no off street parking was provided or required. In addition, it is alleged that some of the foot traffic (clientele) does not immediately disperse, contributing to loitering in the area.

It would benefit the community to find a site for the program other than on Sacramento Street. A new location would have to remain accessible to the South Berkeley clientele, while not impeding merchant efforts to improve commercial areas in South Berkeley. The BATS Program has a 10 year building lease and option which expire in 1994; any attempts to relocate the program should take the leasehold and \$70,000 leasehold investment into consideration.

The emotional and social well being of the South Berkeley community has been jeopardized by increasing violence, crime, shattered families, low household income, and high unemployment. These problems can only be addressed through the coordinated efforts of South Berkeley residents, local community leaders, and the City government. These efforts must focus upon strengthening the individual, the family, the local economy, and the structure and image of the community.

IV. COMMUNITY RESOURCES: GOALS AND POLICIES

GOAL 1: INCREASE OUTREACH TO LOCAL AREA RESIDENTS REGARDING HEALTH PROMOTION AND HEALTH SERVICES IN SOUTH BERKELEY

- 1.1 Increase awareness of the prevention and control of health afflictions with a high incidence in the Black community, particularly hypertension and stress-related diseases, sickle cell anemia, and venereal disease. Information displays and posters regarding these health issues should be displayed in senior and youth community centers, as a part of City operated youth programs (YES and YAP), and in prominent gathering places within the community
- 1.2 Increase outreach efforts regarding the importance of prenatal care, emphasizing the relationship between the lack of prenatal care and miscarriages, pregnancy complications, low birth weight, post-natal complications, and particularly, the high incidence of these occurrences within the Black community. Such efforts should include the participation of the School District, in order to maximize outreach to high school students who are in the high risk pregnancy group
- 1.3 Increase outreach regarding drug and alcohol abuse prevention. Such an outreach effort should include conducting on going drug and alcohol abuse prevention seminars; holding panel discussions and community workshops in conjunction with the school district, Police Department, local churches, youth programs and centers, and drug rehabilitation centers; and posting notices of meetings and informational posters and displays in community gathering places, schools, community and youth centers, and bus shelters
- 1.4 Increase awareness of the dangers of lung and other forms of cancer, and other health issues related to cigarette smoking, highlighting the increase in advertising by the Tobacco Industry directed at the Black and Hispanic communities

- 1.5 Conduct periodic, area wide community health surveys as a means of assessing the health needs of the community and of determining gaps in public health service delivery. Such a survey should be used to determine community health service programming for related City departments
- 1.6 Conduct residential safety checks, particularly for senior residents, in order to promote awareness of potential accidents around the home. The safety checks could be conducted as part of the Police Department's Residential Safety Inspection Program
- 1.7 In the event that a change in location is required for a South Berkeley focused health agency, ensure that priority is given to identifying a relocation site in South Berkeley in order to ensure continued South Berkeley resident access
- 1.8 Encourage the expansion of the Alameda County Health Care Van Program, conducted through Fairmont Hospital in Oakland, with increased targeting of South Berkeley locations, as well as sites frequented by the homeless
- 1.9 Conduct a needs analysis and feasibility study for a South Berkeley emergency trauma center or other appropriate alternatives for providing immediate response to medical emergencies
- 1.10 Provide outreach to disabled persons regarding available services. Outreach efforts should include: distributing materials accessible to the visually impaired, hearing impaired, mobility impaired, and others who have difficulty using visual and/or written materials describing existing resources and services; and providing service referrals

GOAL 2: INCREASE EDUCATION REGARDING ACQUIRED IMMUNITY DEFICIENCY SYNDROME AND AIDS-RELATED COMPLEX, EMPHASIZING PREVENTION OF THE TRANSMISSION OF THE VIRUS

GOAL 3: IMPROVE THE EMOTIONAL WELL BEING AND SOCIAL EDUCATION OF THE COMMUNITY, PARTICULARLY AMONG THE YOUTH AND YOUNG ADULT POPULATION

- 3.1 Promote violence prevention training and conflict resolution/management among youth and young adults (14-35 years) within the South Berkeley community
- 3.2 Promote the development of community mentors who can provide a positive influence on others in the community by training South Berkeley community leaders, church members, and parents as health educators
- 3.3 Study the feasibility of regulating the sale and consumption of alcohol through alterations to the City of Berkeley Zoning Ordinance

- 3.4 Utilize traditional gathering places (e.g., barber shops, beauty salons, community centers, doctors' and dentists' offices, laundromats) for the placement of brochures, notices of seminars, educational materials etc., in order to maximize the potential audience
- 3.5 Develop a consortium of local, inter-denominational churches in order to coordinate various community discussions on social issues, generate seed money for community consciousness-raising projects, and to provide a forum for exchanging information and concerns on City activities and community issues
- 3.6 The Police Department should review plans for new developments in South Berkeley and recommend any modifications or additions which would reduce the potential for crime and minimize the need for police services
- 3.7 All new housing units and businesses should be incorporated into the existing network of Neighborhood and Merchant Watch Groups

GOAL 4: CREATE AN INFORMATION REFERRAL CENTER FOR ALL COMMUNITY RESOURCES EITHER LOCATED IN, OR THAT AFFECT, SOUTH BERKELEY

- 4.1 Identify a site in South Berkeley which could accommodate a display of all informational brochures on City programs, permit processes, and funding sources. Such a center should optimally be located within an existing City facility, and should provide general assistance to the public

GOAL 5: PRIORITIZE THE INCREASED FUNDING OF EXISTING EMERGENCY FOOD PROGRAMS IN THE ALLOCATION OF COMMUNITY SERVICES OR COMMUNITY DEVELOPMENT BLOCK GRANT FUNDS, AND AUGMENT STAFF RESOURCES IN THE PURSUIT OF ADDITIONAL FUNDING SOURCES

GOAL 6: IMPROVE THE PROVISION OF CHILDCARE SERVICES IN SOUTH BERKELEY, PARTICULARLY FOR LOW AND MODERATE INCOME FAMILIES

- 6.1 Provide additional childcare facilities in South Berkeley, including the possible location of a childcare center at Greg Brown Park
- 6.2 Require that childcare provisions be included as a mitigation measure for new commercial or industrial development projects, either on site or through contributions to a childcare services fund

GOAL 7: CREATE AN ACTIVE INTER-AGENCY NETWORK TO IMPROVE COMMUNICATION REGARDING COMMUNITY RESOURCE DELIVERY AND TO FACILITATE COLLABORATION ON FUNDRAISING EFFORTS, COMMUNITY EVENTS, AND SPONSORSHIP OF LOCAL ACTIVITIES

GOAL 8: ENCOURAGE STRONGER LINKAGES BETWEEN YOUTH, ADULTS, AND SENIORS IN THE SOUTH BERKELEY POPULATION IN ORDER TO REDUCE INTERGENERATIONAL CONFLICT AND TO PROMOTE ROLE MODELS FOR YOUTH

GOAL 9: DEVELOP EMERGENCY HOUSING SOLUTIONS TO ACCOMODATE SPECIAL HOUSING NEEDS WITHIN THE SOUTH BERKELEY POPULATION

- 9.1 Identify possible locations for a battered women's shelter in South Berkeley, particularly designed to address the needs of local area families
- 9.2 Ensure South Berkeley's participation in decisions regarding the provision and location of homeless shelters in South Berkeley

GOAL 10: ENCOURAGE PUBLIC AND PRIVATE EFFORTS IN THE CREATION OF A MULTI-CULTURAL CENTER ALONG THE ADELINE-ALCATRAZ CORRIDOR

- 10.1 Encourage the location of businesses along the Adeline-Alcatraz corridor which contribute to the cultural background of the South Berkeley community
- 10.2 Encourage City co-sponsorship of South Berkeley community events, in order to lend additional public support to such efforts and to highlight the multi-cultural nature of the events
- 10.3 Encourage full use of the new Black Repertory Group Theater facility, in order to further promote this site as a community cultural center. The center should be used for local events and presentations whenever possible in a manner which does not interfere with the scheduling of Theater activities

**ENVIRONMENTAL/
PUBLIC FACILITIES
ELEMENT**

ENVIRONMENTAL/PUBLIC FACILITIES ELEMENT

I. INTRODUCTION

The Environmental/Public Facilities Element integrates four major areas that affect the quality of South Berkeley's physical environment: transportation concerns, infrastructure needs, hazardous materials management, and seismic safety.

The transportation section provides an analysis of transportation conditions in South Berkeley and recommends a set of transportation goals. South Berkeley transportation issues and needs will be assessed as part of the preparation of the Citywide Transportation Element during the process of updating the City's Master Plan. The infrastructure section recommends improvements to public infrastructure facilities and advocates an increase in pedestrian and visual amenities along public right of ways.

The hazardous materials section addresses hazardous materials management from a Citywide perspective. The recommendations propose improvements to City procedures for identifying and managing hazardous materials. The seismic section provides an assessment of seismic concerns, an overview of City programs, and a set of seismic safety goals, policies, and implementation strategies that focus on community awareness and the reduction of earthquake hazards.

II. TRANSPORTATION CONCERNS

A. Traffic Flow

South Berkeley's primary land use is residential. A number of major streets and collector streets bisect this community and introduce circulation and pedestrian problems. Major streets carry heavy through traffic, while collector streets direct traffic from local streets to major streets. The South Berkeley Area Plan Committee has identified Ashby Avenue, Shattuck Avenue, Adeline Street, Sacramento Street, and San Pablo Avenue as sources of traffic flow problems. (See Maps 17-18 in Technical Appendix)

1. Ashby Avenue, between Martin Luther King Junior Way and San Pablo Avenue

During rush hour (7 a.m. to 9 a.m. and 4 p.m. to 6 p.m.) there is severe traffic congestion along this corridor due to the inadequate enforcement of rush hour parking restrictions and the avenue's role as a major conduit to I-80, Highway 24, and the Warren Freeway. During non-rush hour periods, traffic moves at excessive speed along this corridor, making it difficult for residents to cross the street and endangering bicyclists.

2. Residential Area between Shattuck Avenue and Adeline Street, from Stuart Street to the Oakland border

Residents who live in this area complain that there is speeding by autos on through streets. Traffic seeking to go from Shattuck Avenue to Adeline Street travels on residential streets instead of taking either Ashby or Alcatraz Avenues.

3. Adeline Street

Adeline Street is three lanes in both directions, with parking on both sides and left turn bays. Adeline Street's width, coupled with its role as a major artery connecting Berkeley and Oakland, has introduced a number of traffic problems. There are resident complaints of noise pollution, speeding, auto fumes, and difficulty in crossing the street, even at the stoplights, given the width of the intersections. One of the worst intersections is at Adeline Street and Ashby Avenue.

Adeline Street is characterized by small retail shops, many of which exist in conjunction with second story residential uses. Business owners note that customers are discouraged from walking from one store to the next due to the traffic volume and the width of the street. Residents of the second story apartments lack relief from the constant noise and steady traffic flow.

The stoplights along Adeline Street are poorly timed. It is difficult to get across the intersection on one green light at Adeline Street and Ashby Avenue, as well as at Adeline Street and Alcatraz Avenue. The stoplights at the convergence of Martin Luther King Junior Way and Adeline Street are poorly timed: one is extremely short, the second is extremely long.

4. Sacramento Street, between Dwight Way and the Oakland border

Sacramento Street is two lanes in both directions, with parking. This major street is used as a route for traversing South Berkeley. Sacramento Street is often less congested than either San Pablo Avenue or Martin Luther King Junior Way, and autos frequently speed due to the limited number of stoplights.

Residents of South Berkeley complain of speeding and difficulty in crossing the street at those intersections that lack stoplights. The presence of billboards and grass covered concrete islands contribute to the appearance of Sacramento Street as a mini-freeway. The community strongly supports the removal of these billboards as one component of South Berkeley's revitalization.

5. Residential Area east of San Pablo Avenue, between Dwight Way and the Oakland border

Residents of this area note that there is heavy traffic in their neighborhood due to its proximity to San Pablo Avenue and a regional park. Traffic often uses residential streets, rather than major streets, to gain access to San Pablo Avenue.

B. Parking

There is community concern that economic development in South Berkeley will produce a parking problem, with the result that residents of streets abutting commercial corridors will be unable to park near, or in front of, their homes. Adeline Street, at its intersection with Alcatraz Avenue, poses the most significant potential increase in parking demand.

The Ashby BART station draws commuters who compete for parking with residents from the surrounding neighborhoods.

There exist ongoing problems with trucks parking in residential areas throughout South Berkeley, cars and motorcycles parked in front yards, and abandoned vehicles in front yards, as well as on the street.

C. Transit Service

South Berkeley residents, particularly those with mobility problems, require better east-west bus service. Residents have noted a lack of bus shelters on existing bus lines. Senior citizens and the disabled require additional paratransit options in order to achieve greater mobility. Paratransit options includes the Senior Van Program, the Subsidized Taxi Program, and the Accessible Van Program.

The Senior Van Program provides local senior residents with free transportation to and from the South Berkeley Senior Center, to nearby stores, and to medical offices. The Subsidized Taxi Program, available to elderly and disabled persons, subsidizes between 50% and 80% of the cost of a set number of taxi trips a month, depending on the participant's income level. The Accessible Van Program is available to those South Berkeley residents who are restricted to wheelchairs. Script is sold at cost to participants.

D. Ashby BART Station

The Ashby BART station remains an island in South Berkeley, occupying a significant amount of space along two major corridors, and yet isolated from the commercial and residential life of the community. The Ashby BART station is characterized by one of the lowest riderships in the BART system. There is, however, a high parking demand at the station; commuters displace residential parking in the surrounding neighborhoods.

E. Street Improvements

Street repaving is needed along Ashby Avenue west of Martin Luther King Junior Way. Numerous potholes and uneven paving present a hazard to drivers, motorcyclists, bicyclists, persons in wheelchairs, and pedestrians. There are residential streets throughout South Berkeley that require repaving. Sidewalk repair is needed along commercial and residential streets.

F. Streetscape/Pedestrian Amenities

Adeline Street and Sacramento Street discourage use by pedestrians due to their width and traffic speed.

Improved landscaping, lighting, crosswalks, and the addition of benches would assist pedestrians at a number of intersections along Adeline and Sacramento Streets, Martin Luther King Junior Way, and Shattuck and San Pablo Avenues.

G. Safety Concerns

There are a number of intersections that are noted for their safety problems. The intersection of Ashby Avenue and Adeline Street poses dangers to pedestrians, bicyclists, and cars attempting to turn left due to the width of the street and intersection and the speed of traffic. The intersection of Ashby Avenue and Shattuck Avenue is equally dangerous, but for somewhat different reasons: numerous vehicles and pedestrians are required to negotiate a relatively narrow intersection. Adeline Street from Alcatraz Avenue to the Berkeley/Oakland border poses dangers to pedestrians and bicyclists due to heavy traffic and the convergence of several streets.

Children face traffic dangers in South Berkeley at school crossing points. The intersection of Ashby Avenue and King Street, the location of Malcom X School, is subject to either speeding or heavy traffic, depending on the time of the day. The intersection of Sacramento Street and Derby and Ward Streets, the location of Longfellow School, can be dangerous due to the speed at which traffic travels along Sacramento Street.

III. TRANSPORTATION GOALS

GOAL 1: REGULATE THE TRAFFIC FLOW ALONG SOUTH BERKELEY'S STREETS IN ORDER TO SLOW TRAFFIC TO THE SPEED LIMIT AND MINIMIZE USE OF RESIDENTIAL STREETS BY THROUGH TRAFFIC

GOAL 2: REQUIRE DEVELOPERS TO PROVIDE PARKING WITHIN THE CONTEXT OF ENCOURAGING ECONOMIC DEVELOPMENT IN SOUTH BERKELEY

GOAL 3: ENFORCE EXISTING PARKING REGULATIONS IN SOUTH BERKELEY, AND DEVELOP NEW PARKING REQUIREMENTS THAT PROTECT RESIDENTIAL NEIGHBORHOODS AND MITIGATE THE NEGATIVE PHYSICAL AND VISUAL IMPACTS OF PARKING LOT DEVELOPMENT

GOAL 4: IMPROVE TRANSIT AND PARATRANSIT OPPORTUNITIES FOR SOUTH BERKELEY RESIDENTS

GOAL 5: DEVELOP MECHANISMS TO LINK THE ASHBY BART STATION TO THE REST OF THE SOUTH BERKELEY COMMUNITY

GOAL 6: IDENTIFY AND CARRY OUT NEEDED STREET IMPROVEMENTS

GOAL 7: IMPROVE STREETScape/PEDESTRIAN AMENITIES IN SOUTH BERKELEY

GOAL 8: IDENTIFY AND REMEDY TRANSPORTATION SAFETY PROBLEMS

IV. INFRASTRUCTURE CONCERNS

A. Services and Facilities

1. Fire and Life Protection

The Berkeley Fire Department has seven stations Citywide, with one station located in South Berkeley at the northwest corner of Shattuck Avenue and Derby Street. There is one engine company per station, with the exception of the two Downtown stations, each of which has an engine, truck, and ambulance company. A third ambulance unit operates out of the 8th Street station with an engine company.

The seven fire stations conduct fire prevention inspections of all businesses and apartments and respond to emergency calls to meet the basic requirements of the City, with an average response time of 3-5 minutes throughout the City. The Fire Department runs two advanced life support ambulances, staffed by paramedic-firefighters. The Fire Department responds to over 6,000 medical calls a year, representing 70% of their total emergency activity. In addition, the Fire Department has two ladder companies in service along with a hazardous materials special response team. If Berkeley is threatened by an extensive fire, there are mutual aid pacts with adjoining cities such as Oakland, Albany, and Kensington.

In the Adeline-Alcatraz commercial district, there is the concern that some of the older two and three story buildings are in close proximity to one another and do not have automatic sprinklers. This makes them much more vulnerable in the event of a fire. The Fire Department is considering the adoption of regulations which would require automatic sprinkler systems in all new developments.

2. Public Works

The Public Works Department encompasses a wide variety of City programs and operations, including the recycling program, operation of the Transfer Station (refuse dumping), traffic engineering, the Marina operation, and routine City building maintenance. Public Works has overall responsibility for the maintenance and repair of the City's infrastructure, City garbage collection, and street sweeping.

The funding for these activities is derived from a variety of sources: City General Fund, county, state and federal funds, special funds, assessment districts, and user fees (e.g., garbage collection and sewer fees). Future funding for infrastructure improvements and repairs is uncertain, since federal funding fluctuates and cannot be relied upon for future years, and revenue from special funds and assessment districts is limited in how it can be spent. In addition, maintenance and repairs to the infrastructure, from street paving to sewer line replacement, is extremely expensive, resulting in a seemingly small range of improvements and few areas of the City affected during any fiscal year. The City will have to locate additional funding resources, potentially including Redevelopment funding, in order to provide sufficient capital for these repair and improvement needs.

a. Streets, Sidewalks, Curbs, and Gutters:
Maintenance and Repair

The City has developed a four year schedule for the restoration, maintenance, and repair of streets and sidewalks Citywide. It is unlikely that most or all of the maintenance and repair needs which have been identified will be made within the near future. (See Table 81 in Technical Appendix)

As part of the 1987-88 work program, street repaving in South Berkeley is being performed along Shattuck Avenue between Ashby Avenue and the Berkeley-Oakland border, in response to longtime citizens complaints.

In 1983, a study was conducted which identified specific locations of major sidewalk problems, for which \$100,000 was spent on corrections. This study was conducted by a subcommittee of the Sacramento/Ashby/Adeline/Alcatraz Task Force in conjunction with the Public Works Department.

The repairs were performed along the 3100 blocks of King and Harper Streets, the 1500-1700 blocks of Woolsey Street, and along 66th Street to the south City border, and were completed in Spring, 1984. Two additional sites requiring sidewalk repair were identified in the 3000 blocks of Acton and Dohr Streets. The latter two sites were not recommended for repairs at that time in order to distribute the limited repair funds as broadly as possible. A recommendation was made, however, that those sites receive attention as soon as possible. This study was the first time in which the Public Works Department had involved South Berkeley citizens in a street repair study of their neighborhood.

b. Street Sweeping Program

The City expanded the street sweeping program in Fall, 1987 to include routine cleaning of residential streets. The program was expanded both as a means of reducing storm drain maintenance due to street debris, removing glass from bicycle lanes, and to improve the quality of the residential environment. An additional benefit is a quicker and more efficient system for removing abandoned cars, through the issuance of tickets and towing of cars which remain on the streets during posted streetsweeping hours. Public Works has established a schedule starting with South Berkeley neighborhoods, providing mechanical street sweeping on alternate days for various streets throughout the area.

c. Sewer Repair and Maintenance

The Public Works Department is responsible for maintaining, cleaning, and repairing the approximately 300 miles of the City's sanitary sewer system. Berkeley's aging sewer system is in need of extensive work, both to repair the present facilities and to expand and improve the system.

South Berkeley, with 11.7% of the City's land area, needs 16.8% (1,289,015 linear feet) of the total linear feet of relief pipes needed for general repairs to the City's existing sewer system. In addition, South Berkeley contains one third of the City's sites that are earmarked for five year comprehensive rehabilitation, and 28.6% of the City's total sites earmarked for twenty year comprehensive rehabilitation.

In January, 1988, replacement of the relief sewers along Sacramento Street was begun between Bancroft Way and Ashby Avenue. This replacement program will increase the sewer main size, providing additional capacity to this area.

A new sewer interceptor is to be installed in the early 1990s by the East Bay Municipal Utilities District (EBMUD) in the west half of Adeline Street between Woolsey Street and the Berkeley-Oakland border. This construction is being coordinated with seven other East Bay cities to correct problems that occur in the sewage system when it rains.

d. Street Lighting

The repair and maintenance of the city's street lights is conducted by Public Works. The funding for this activity is provided by a Citywide assessment district, for which residents are billed as part of their property tax assessments.

In 1979, a set of ornamental sidewalk lamps were installed along Sacramento Street, between Russell and Prince Streets, as part of the Sacramento Street Improvement Project. The ornamental lamps were installed as a means of emphasizing the early history of the Sacramento-Ashby commercial district.

e. Recycling Program

The City of Berkeley provides a residential curbside recycling program for single family residences and multi-family buildings composed of 12 or fewer units.

f. Assessment Districts

As the cost of maintaining or improving City infrastructure has increased over the years, municipalities have increasingly used assessment districts as a means for financing public improvements. The creation of assessment districts also provide flexibility in financing certain improvements, given the frequent limitations in the manner in which certain funds can be used (95% of the Berkeley Public Works funds are limited in the way in which they can be used). This is particularly true when the improvements benefit only a specific neighborhood or area of the city.

Assessment districts are established using a form of debt financing. A city obtains financing to pay for a particular improvement or maintenance program, generally through a municipal bond, and those funds are then repaid through property tax assessments. Berkeley has a number of assessment districts, including a Citywide fund to maintain all City owned parks, playgrounds, and landscaped areas, a Citywide fund for the maintenance and improvement of street lighting, and a range of individual assessment districts to pay for the undergrounding of utility lines in neighborhoods.

There are currently no individual assessment districts in South Berkeley to pay for the undergrounding of utilities or any other capital improvements projects. An assessment district can be created for any area by submitting a petition with the signatures of a majority of the residents in the proposed assessment district. The creation of such a district may adversely affect those in the dissenting minority who may not be able to afford the additional assessment.

V. INFRASTRUCTURE GOALS AND POLICIES

GOAL 1: MAINTAIN AND IMPROVE PUBLIC INFRASTRUCTURE FACILITIES

- 1.1 Pursue implementation of South Berkeley street repairs as identified by the Public Works Department
- 1.2 Pursue alternative funding mechanisms for major capital improvements, including bond financing, federal and state funds, limited assessment districts, and the application of redevelopment area designations, where appropriate
- 1.3 Include the involvement of local residents, possibly through the South Berkeley Neighborhood Development Corporation, in the prioritization of street and sidewalk repairs
- 1.4 Provide information to the community on the creation of assessment districts for public improvements; and identify possible mechanisms to assist low income residents with payments of any public improvement assessments
- 1.5 Ensure that the South Berkeley community is involved in the development of the Adeline Sewer Interceptor Project
- 1.6 Identify sites where sidewalks and curbs have been damaged by tree roots; and schedule repairs or pruning where appropriate. Develop a list of trees which do not present a potential for root damage to the public right of way. Prepare instructions to property owners on planting and maintenance methods which minimize potential root damage
- 1.7 The City-sponsored residential recycling program should be expanded to include multi-family units
- 1.8 Require that new residential developments in South Berkeley mitigate incremental increases in the demand for fire protection by contributing to a Fire Services Fund
- 1.9 Require that developers observe water conservation measures, including contacting the East Bay Municipal Utility District (EBMUD) business office for water services estimates and employing City of Berkeley water conservation guidelines.

GOAL 2: INCREASE VISUAL AND PEDESTRIAN AMENITIES ALONG PUBLIC RIGHT OF WAYS

- 2.1 Improve the landscaping and lighting and add benches along Adeline and Sacramento Streets, Martin Luther King, Jr. Way, and Shattuck and San Pablo Avenues
- 2.2 Create a pedestrian walkway and sitting area on Sacramento and Adeline Streets
- 2.3 Plant appropriate trees and shrubs along planting strips

VI. HAZARDOUS MATERIALS CONCERNS

A. Presence of Hazardous Materials in South Berkeley

South Berkeley evidences a potential for hazardous materials generation from certain commercial uses. These uses include: auto repair shops, gas stations, dry cleaners, and printing companies. Other toxic materials generators located in South Berkeley that cannot be discounted include beauty and barber shops, woodworking shops, and photo labs.

South Berkeley is currently the home for 32 beauty/barber shops, 29 auto repair/gas stations, 23 laundromat/cleaners, 6 printing/publishing facilities, 1 photo lab, and 1 woodworking shop. (1986 Land Use Report) (See List of Land Uses and Related Hazardous Materials in Technical Appendix, and Overview of Federal and State Laws Governing Hazardous Materials Management in Technical Appendix)

B. Overview of Berkeley's Current Approach to Handling Hazardous Materials

1. City's Authority to Regulate Hazardous Materials

The Division of Environmental Health of the Department of Health and Human Services of the City of Berkeley is vested with the responsibility for administering hazardous materials ordinances and regulations for the City. The City has adopted four approaches to hazardous waste management: a hazardous materials disclosure program; regulation of the underground storage of hazardous substances; the creation of an emergency response capability; and the evolution of a memorandum of understanding with the state regarding the enforcement of state standards and regulations controlling hazardous wastes. This overview also describes current procedures for assessing the presence of potentially hazardous materials in Berkeley.

2. Hazardous Materials Disclosure Program

Berkeley Ordinance No. 5662-N.S., adopted in 1985, implements the 1986 Waters Bill requiring any business that handles hazardous materials to file an inventory of hazardous substances and an emergency response plan. The intent of the Ordinance is to make available to residents, firefighters, health officers, planners, and elected officials basic information on the location, type, and health risks of hazardous materials handled by Berkeley's businesses.

Any business which uses, handles, stores, or disposes of designated hazardous materials must submit a disclosure form to the City's Environmental Health Division. This form must be resubmitted annually or whenever there is a significant change in the use of hazardous materials. An annual reporting fee is assessed.

The disclosure form requires that businesses identify in detail hazardous materials in both a waste and non waste form, as well as provide a general facility map and a facility storage and handling map. Finally, the form includes a list of approved hazardous materials transportation vehicle travel routes.

Once the completed disclosure forms are received by the Environmental Health Division, they will be reviewed to determine those businesses which will then be required to submit emergency response plans for handling an unauthorized release of hazardous materials.

The Environmental Health Division estimates that there are approximately 570 disclosure sites in Berkeley and 600 commercial underground tanks. In July, 1986, the Environmental Health Division mailed out approximately 2,000 disclosure packets to Berkeley businesses that potentially might handle hazardous substances. Only one fourth of these businesses have mailed in completed disclosure forms. Since September, 1986, staff has contacted potential hazardous materials users directly, a method of ensuring compliance with the Ordinance that has proven to be fairly successful.

3. Regulation of the Underground Storage of Hazardous Substances

Ordinance No. 5744-N.S., adopted in 1986, represents a further implementation of the 1986 Waters Bill. The City has been designated as the jurisdiction responsible for the regulation of the underground storage of hazardous substances. Those businesses using underground tanks must complete a disclosure form. Businesses must develop a monitoring program for each underground tank containing hazardous substances and obtain an operating permit. User fees and annual reporting fees are imposed. Residential oil heating tanks are not regulated by this Ordinance, although the Fire Code, Water Code, and pollution laws would apply if a residential tank were discovered to be leaking or otherwise malfunctioning.

The Berkeley Fire Code requires that a commercial underground tank which has been abandoned for a period of one year be removed from the ground. Those tanks that are located beneath a building or other permanent structure which cannot practically be replaced may be abandoned in place, but must be safeguarded in a manner and with material approved by the Fire Marshall.

4. Emergency Response Capability

The City has developed an emergency response capability to handle hazardous materials releases. The Environmental Health Division and the Fire Department maintain a van that is fully equipped to respond on a twenty four hour basis.

5. Memorandum of Understanding Between Berkeley and the State

Berkeley has negotiated a memorandum of understanding with the state that invests the City with the authority to regulate and inspect hazardous waste generators. Berkeley has the primary responsibility for the surveillance of the treatment, storage, handling, and disposal of hazardous waste.

Berkeley is also responsible for responding to citizen's complaints, inspecting all hazardous waste generators at least once a year, referring judicial action to the appropriate prosecuting agency, and reporting to DOHS those carriers or sites which it discovers are not permitted or registered, or are otherwise not in compliance with state hazardous waste permit requirements. The City is also required to work closely with other authorities to provide legal information, review the status of hazardous waste enforcement activity, and coordinate emergency response actions.

6. Existing Procedures for Assessing the Presence of Potential Hazardous Substances

The Environmental Health Division would be alerted to the presence of potentially hazardous materials as a result of an emergency spill or release, a citizen's complaint, or a report received from another City department (i.e., the Zoning Division or the Codes and Inspections Division) or outside agency. All demolition permit applications are referred to the Environmental Health Division, as are change of use permits for sites that might have stored or used hazardous materials (i.e. a gas station or industrial site).

Applicants seeking a use permit would be required to furnish evidence of soils tests or other technical assessments verifying that the site is free of hazardous substances. It is very possible that the City would hire an outside expert, paid for by the applicant, to verify the applicant's findings. The entire process could take up to three months to complete, given the limited staff and the necessity for further tests. In the case of an applicant seeking a use permit, such a delay could result in the loss of the project.

7. Current Procedures for Handling Household Toxic Materials

Household products that pose environmental hazards can either be recycled or disposed of at a designated waste disposal site. The City adopted a Recycling Policy Ordinance in 1984 that established a fifty percent recycling goal. In 1986, The City's Public Works Department issued a Solid Waste Management Plan as a step towards implementing the Recycling Ordinance. The Plan calls for an expansion of the existing recycling program and the development of a mechanical separation and processing system at the City Transfer Station to increase recycling beyond what source separation systems can recover.

In July, 1987, the City initiated a program for recycling waste oil. A recycling tank has been installed at the City Transfer Station. The City has no plans to collect and dispose of hazardous materials, other than those that are illegally discarded in trash containers.

The City was a participant in a "Toxics Away" Household Collections Day held in July, 1987. The Association of Bay Area Governments (ABAG) was the primary organizer of the Household Collections Day on which residents were invited to dispose of household hazardous materials. This day was the first of its kind and is likely to be repeated on an annual basis.

8. Existing Procedures for Pesticide Management

The City adopted a Pest Management Policy in 1984, and the Berkeley Unified School District (BUSD) followed suit in 1985. The policy applies to all pest control and pesticide use within the City, by the City and the BUSD. The policy states that all pesticides are assumed to be hazardous to human health and the environment. The use of pesticides by businesses and residents is regulated by state and federal laws.

Every City agency and the BUSD is required to submit pest management plans for all anticipated pest problems to the Pest Management Subcommittee of the Community Health Advisory Committee (CHAC), the latter of which was created by the City Council to carry out health planning. The policy requires the use of an integrated pest management plan which is based on the identification of pest ecosystems, the determination of an appropriate injury level and treatment time, and the initial use of non-chemical management techniques.

The use of pesticides is restricted to three use categories: a documented pest emergency which threatens the public health; a pesticide which is determined by CHAC to be relatively safe; limited and closely monitored experimental uses of pesticides. Pesticides that do not fall into the above three categories must undergo a comprehensive toxicological review by CHAC and be included in a site or pest specific plan subject to a public hearing, after which point the pesticide may be authorized for use.

Public notification is required for proposed pesticide applications. There exists an appeals process, a complaint procedure, and an investigative process as further protections to the public.

VII. HAZARDOUS MATERIALS GOALS AND POLICIES

GOAL 1: IDENTIFY THE NATURE AND EXTENT OF HAZARDOUS MATERIALS USE, STORAGE, AND DISPOSAL IN BERKELEY

- 1.1 Develop a Citywide land use data base accessible to all interested City departments and the public that identifies and locates hazardous materials use, storage, and disposal sites
- 1.2 Ensure public disclosure of hazardous substances and their location in Berkeley
- 1.3 Publicize information on the hazardous materials potential of common household products, pesticides, herbicides, and fertilizers, including the risks associated with the use and improper disposal of such products

GOAL 2: DEVELOP A COMPREHENSIVE HAZARDOUS MATERIALS MANAGEMENT PLAN

- 2.1 Develop standard protocols for testing and monitoring sites for the presence of hazardous substances, and explicit City guidelines governing hazardous materials site assessment
- 2.2 Improve the City's internal hazardous materials review process, including the establishment of: timelines; explicit criteria for requiring either an informal or formal review; the components of the review process; risk assessment measures; and other standards as may be necessary
- 2.3 Pursue funding sources at a federal, state, and local level for the removal of hazardous wastes from sites in the City of Berkeley
- 2.4 Develop an emergency response and information sharing network with other jurisdictions and parties, including: the State Department of Health, the Regional Water Quality Board, the Solid Waste Board, the University of California at Berkeley, Lawrence Berkeley Lab, and other authorities
- 2.5 Provide information to the public on legal and safe means of disposing of household hazardous materials and pesticides, herbicides, and fertilizers
- 2.6 Develop procedures for ensuring the safe disposal of household hazardous materials and pesticides, herbicides, and fertilizers
- 2.7 Publicize the use and application of alternative household products and organic pest controls
- 2.8 Work with Small Quantity Generators (SQGs) to develop a method to encourage SQGs to properly dispose of hazardous materials

VIII. HAZARDOUS MATERIALS IMPLEMENTATION STRATEGIES

A. Identify Hazardous Materials Usage in Berkeley

1. Conduct a comprehensive land use survey of the City, focused on the use, storage, and disposal of hazardous materials. Such a survey would build on the data collected for West and South Berkeley, as well as on the information collected from the City required hazardous materials disclosure forms. The survey would establish a land use history for those sites that might be in any way linked to the use of hazardous materials. The data base would be accessible to all City Departments concerned with hazardous materials, as well as to the public
2. Require hazardous substance and/or waste disclosure upon the sale or transfer of property in Berkeley
3. Publicize the existence of City ordinances and regulations that require disclosure of hazardous materials. Make the non-confidential portions of disclosure forms accessible to the public

4. Publish and disseminate a comprehensive list of common household products and pesticides, herbicides, and fertilizers, identifying their chemical contents and associated health and environmental hazards

B. Develop a Hazardous Materials Management Plan

1. Develop a risk assessment system that would be used to identify those sites that require testing for the presence of hazardous materials, as well as those types of projects that might be hazardous substance generators
2. Develop an internal review process and reasonable timelines. Provide an initial informal review of all projects that require a hazardous materials assessment. A review session could be conducted once a week and be attended by a representative from all concerned departments. Projects and sites would be initially evaluated: those deemed to be of low risk for hazardous materials could be processed immediately, while those deemed to be higher risk could be routed through a formal review process
3. Take an active role in informing SQGs of their obligation to properly dispose of their hazardous wastes, and assist in establishing a voluntary business collection program with a discounted disposal cost
4. Coordinate the information sharing, review process, and emergency response network between the Environmental Health Division, the Codes and Inspections Division, the Zoning Division, the Fire and Police Departments, the Legal Department, and other divisions and departments of the City of Berkeley
5. Improve coordination between City departments and the State Department of Health, the Regional Water Quality Board, the Solid Waste Board, the University of California at Berkeley, the Lawrence Berkeley Lab, and other authorities
6. Identify and assess those funding sources available for toxic waste clean up for sites in Berkeley, and in particular, those sites that are ineligible for Superfund monies
7. Work with the University of California at Berkeley and the Lawrence Berkeley Lab to encourage their compliance with state and local hazardous materials regulations
8. Publicize the existence and types of alternative household products and organic pest controls through the City Manager's annual letter to Berkeley residents and other media
9. Encourage the public's use of the Dispute Resolution Board for the resolution of conflicts between neighbors arising from the use of pesticides and/or the improper disposal of household hazardous materials and pesticides herbicides, and fertilizers
10. Explore options for City regulation of the use of pesticides, herbicides, and fertilizers by the public

11. Organize on an annual or a semi-annual basis a "Toxics Away" Household Collections Day, using as a model the first "Toxics Away" Day in 1987 organized by the Association of Bay Area Governments (ABAG). Efforts should be made to ensure the event's accessibility to senior citizens and others who may experience difficulty in participating
12. Work with businesses and residents of South Berkeley to ensure that the required clean up of hazardous materials does not place an undue financial burden on these parties and minimizes the disruption of business activity

IX. SEISMIC SAFETY CONCERNS

A. Background Information

Berkeley is located in one of the most seismically active areas in the United States. Ground shaking associated with seismic events has been, and will continue to be, an issue for all areas of the City. In South Berkeley, a major earthquake on the Hayward Fault, just to the east of the area, can be expected to cause property damage and injury to residents and workers in the area. The extent of damage to any particular structure is the function of a complex interrelationship between the characteristics of the individual seismic event, its location on the fault, the soil at the site in question, and the individual building characteristics. Just because a structure did not sustain damage during the October 1989 earthquake, does not mean that the structure would escape damage during another event.

Modern, well designed and built wood frame structures are the safest in an earthquake, with single story houses performing better than split level or larger buildings. Older wood frame homes on solid foundations fare well, particularly those with many internal walls to provide stability. A wall with a lot of windows, or a wall of garage doors is structurally weak and may, as in the Marina District of San Francisco, suffer extensive damage. The most serious damage in South Berkeley, however, can be expected in the unreinforced masonry buildings and the older homes with brick foundations. An area of older homes, built prior to about 1940, can be expected to suffer considerable damage in a major earthquake, as the codes in effect at the time of construction did not require enough lateral bracing, nor anchoring of the building to the foundation. In addition, the likelihood of some foundation damage from rot or settlement is high, further increasing the risk.

Certain types of damage occur with regularity during seismic events. Brick chimneys are the first to collapse, and stucco exteriors and plaster interiors often show damage. Of greater concern is the separation of the house from the foundation, an unfortunately all too frequent occurrence in older homes lacking adequate connections between the two. This damage, often extremely severe, can be minimized or prevented by the addition of anchor bolts and bracing of the cripple stud walls. These are relatively inexpensive and cost effective strategies to strengthen buildings.

B. Overview of Existing City Programs

The City of Berkeley is currently in the process of developing a program to comply with SB 547 (Chapter 250, Statutes of 1986), a state law regulating the identification and mitigation of unreinforced masonry buildings, with the intent of reducing the danger from these structures. These buildings are the most dangerous kind of building in an earthquake and were a common type of construction prior to the Long Beach Earthquake of 1933. Berkeley, as most communities, has a number of these structures in the older commercial areas of town. As of May 1990, the buildings have been inventoried and the owners notified. An ordinance will be adopted by the end of 1990 that will establish a program for regulating correction within certain specified time periods in compliance with the law. It is clear that the costs of such mitigation will be high, and it is not certain that monies will be available to assist owners with the necessary corrections.

The City of Berkeley has recently hired a Disaster Preparedness Coordinator, based in the Fire Department, whose responsibility it is to ensure that the City of Berkeley's efforts in preparing for a disaster are coordinated and effective, as well as to coordinate the City's response should a disaster occur. It is anticipated that there will be new seismic safety programs within the City of Berkeley shortly as a result of his work.

X. SEISMIC SAFETY GOALS AND POLICIES

GOAL 1: REDUCE THE RISK OF EARTHQUAKE DAMAGE TO PEOPLE AND PROPERTY

- 1.1 Develop a community awareness program to ensure that seismic safety information is widely available and effectively utilized
- 1.2 Encourage residents to reduce earthquake hazards within their own buildings
- 1.3 Ensure that wherever possible the reduction of earthquake hazards does not create undue economic hardship for the residents of the area

XI. SEISMIC SAFETY IMPLEMENTATION STRATEGIES

1. Continue and expand the pilot seismic education program. Seismic safety information is widely available, but it is useless unless the people who need it both have access to the information and are familiar with it. Education is very important, and must be done with the active involvement of the community for it to be successful. A pilot educational program has been developed that works through existing church groups, block groups, neighborhood organizations, and other already established citizen groups, to ensure that the information reaches a diverse population in the South Berkeley area. Articles could be included in various organization's newsletters, and speakers could attend group meetings to publicize earthquake preparedness and inform participants regarding what to do during and after a quake.

2. Develop a pilot program, to be expanded later on a Citywide basis, in which youth and unemployed and underemployed people, would be trained to perform no and low cost seismic preparations. These people could then help low income, seniors, and the disabled with such items as strapping water heaters, moving heavy items such as mirrors and stereo speakers from over beds, putting latches on cupboards, and bolting foundations. These minimal cost items can make a tremendous difference in the event of an earthquake.
3. Establish a revolving loan fund to provide no or low interest loans for foundation repair and more extensive foundation bolting. Simply bolting a house to a foundation is not practical when the foundation is brick or severely damaged. The foundation must be strengthened, repaired, or replaced first.
4. Create a point of sale seismic retrofit program, similar to the Residential Energy Conservation Program (RECO), with the South Berkeley area serving as a pilot program. Simple no and low cost items such as water heater strapping and foundation bolting could be included, with an upper cost limit established to prevent excessive expense to any single owner.

**PLAN
IMPLEMENTATION
SECTION**

PLAN IMPLEMENTATION SECTION

I. INTRODUCTION

The intent of the South Berkeley Area Plan is to provide a vision of the community's needs and aspirations for the next fifteen years. If these goals are to be achieved, it is important to identify more immediate objectives and funding sources that will carry the Plan forward. This section contains implementation strategies detailing specific programs by element, the parties responsible for carrying out each program, and potential future funding sources. This section also establishes program priorities as identified by the South Berkeley Area Plan Committee. The programs are linked to goals and policies contained in each element and are discussed more fully in the body of the Plan.

This section also contains a set of programs which will carry out the revitalization of a critical portion of the principal commercial corridor: Adeline Street between Fairview Street and Alcatraz Avenue. The Adeline Street project integrates the major policies presented in the Economic Development Element, the Housing Element, the Land Use Element, the Open Space Element, the Historic Preservation Element, the Community Resources Element, and the Environmental/Public Facilities Element.

This project embodies the Plan's fundamental goals: the creation of a vital and thriving business sector; the expansion of employment opportunities; the preservation of affordable housing; the creation of a lively pedestrian environment; and the recognition of South Berkeley's historic role as a gateway to Berkeley.

The Adeline Street project focuses the Plan's revitalization efforts in one geographic area, maximizing limited financial resources and restoring one of South Berkeley's vital economic centers. The economic and visual impact of the project will be to reflect back to the community its capacity for renewal and to generate further investment in the area.

The mitigation measures approved as part of the Environmental Impact Report (EIR) for the South Berkeley Area Plan have been incorporated into the Plan implementation section in the form of a mitigation monitoring and reporting program. The California Environmental Quality Act (CEQA) requires that the mitigation measures imposed on a project or plan be monitored to ensure that they are actually carried out. There is some overlap between Plan implementation measures and the mitigation measures identified in the Plan EIR. It should be noted that the implementation measures carry out the intent of the Plan goals and policies, while the mitigation measures minimize the impact of new development which is projected to occur as a result of Plan implementation.

II. SOUTH BERKELEY AREA PLAN IMPLEMENTATION PRIORITIES

A. Introduction

Plan implementation is divided into three priority categories:

<u>Priority</u>	<u>Year of Plan Implementation</u>	<u>Fiscal Years (FY) in which Programs are to be Carried Out</u>
Priority 1	Yrs. 1 - 3	FY 1989-90 - 1991-92
Priority 2	Yrs. 4 - 7	FY 1992-93 - 1995-96
Priority 3	Yrs. 8 - 15	FY 1996-97 - 2003-04

Plan implementation is presented in the form of a matrix (Table C). Implementation programs are presented by priority. Each program is identified by its relationship to the relevant Plan element, the City department and/or community organization responsible for overseeing the program's implementation, and current and potential funding sources.

B. Implementation Priorities

1. Priority 1 Programs

The Plan's highest implementation priorities target needed improvements to South Berkeley's economic base, housing stock, parks, infrastructure, and public services. Economic development priorities include business assistance and rehabilitation programs, commercial development on vacant lots, attraction of new businesses, infrastructure improvements, the encouragement of local business ownership, and improvements to existing job training and placement programs.

Housing priorities focus on the construction of affordable housing, the rehabilitation of existing housing, and the enhancement of the quality of residential life. Open space priorities include improvements to existing park facilities and recreation programs, and the enhancement of public open space in commercial areas. Historic preservation and urban design implementation priorities target the preservation of South Berkeley's historically valuable building in the context of neighborhood preservation and the development of historic preservation/urban design guidelines.

The Community Resources Element prioritizes health care and social service delivery to South Berkeley residents, educational outreach programs, and violence prevention efforts. The Environmental/Public Facilities Element targets City fire service delivery, the management of hazardous materials, and a reduction in seismic risk to the community.

Implementation of the priorities identified above requires the active participation of the South Berkeley resident and business community. The South Berkeley Neighborhood Development Corporation (SBNDC) is identified in the Plan as a vehicle for carrying forward Plan programs, particularly those related to economic development and housing. All Plan programs must ensure access to disabled persons.

2. Priority 2 Programs

Those programs targeted for the second phase of Plan implementation promote local control of South Berkeley resources, clean-up of the commercial areas, and information dissemination regarding City programs and community concerns. Economic priorities include the encouragement of non-profit business ownership and the location of financial institutions in South Berkeley. Housing priorities target assistance to the homeless. The Open Space Element promotes community involvement in enhancing commercial areas, painting of commercial buildings on a regular basis, and the continued presence of the Flea Market at the Ashby BART station.

During the second phase of Plan implementation, historic preservation priorities include maintaining the affordability of historic rehabilitation efforts. The Community Resources Element stresses South Berkeley resident access to local health care facilities, childcare facilities, and a battered women's shelter, as well as improvements to information networks in the community and the promotion of South Berkeley cultural institutions. The Environmental/Public Facilities Element targets public information programs regarding assessment districts and hazardous materials and promotes the expansion of the City's recycling program, the regulation of household pesticides, and sponsorship of an annual Toxics Away Day.

3. Priority 3 Programs

During the third and final phase of Plan implementation, South Berkeley programs emphasize innovative approaches to business development, job generation, and the maintenance of affordable housing. The provision of new community facilities and information collection are also stressed. The Economic Development Element targets commercial co-operatives and a business incubator as vehicles for encouraging new businesses, and a formal relationship with UC Berkeley and an entrepreneurial training program as vehicles for creating new employment opportunities.

Housing programs focus on limited equity co-operatives, tenants' first option to buy, a reverse annuity mortgage program, and assistance to homeowners. Open space priorities include the possible expansion of Greg Brown Park, the development of a new park in South Berkeley, and the solicitation of public comment on open space concerns. The Historic Preservation and Urban Design Element promotes the location of a South Berkeley community museum on Adeline Street and renaming the Ashby BART station "Lorin Station".

The Community Resources Element recommends that the City study the feasibility of locating a trauma center in South Berkeley, train community members as health educators, and make information regarding City services available at a South Berkeley referral center. In order to ensure that City services and community programs are responsive to the current needs of South Berkeley residents, it is recommended that a program be created during the third phase of Plan implementation to ensure the timely compilation of demographic and community information.

C. Plan Implementation Process

Once the Plan is approved by the City Council, the projects and programs outlined in the Implementation Section of the Plan will require a fiscal analysis to determine specific costs and revenue generating potential, a further refinement of current and potential funding sources, and the development of a work program that identifies specific implementation tasks, responsible parties, and a timeline for task initiation and completion.

Plan implementation will require the allocation of one fulltime Plan Implementation Coordinator from the Planning Department who will oversee the implementation program and act as a liaison with other City departments and community organizations. A range of City departments will assume a role in implementing the Plan, including the Planning and Community Development Department, the Office of Economic Development, the Health and Human Services Department, the Public Works Department, and the City Manager's Office.

III. SOUTH BERKELEY AREA PLAN MITIGATION MONITORING PROGRAM

A. Introduction

AB 3180, incorporated as Section 21081.6 of the Public Resources Code, requires that when adopting a Plan or approving a project for which an EIR or Negative Declaration has been prepared, the public agency shall also adopt a mitigation monitoring or reporting program in order to ensure that any mitigation measures imposed on a project actually are carried out. AB 3180 serves two purposes: verification of the completion of required mitigation measures and a measurement of the effectiveness of mitigation measures in minimizing significant impacts.

The South Berkeley Area Plan is a policy document that presents economic, housing, and community programs to be implemented over the next 15 years. The Plan will be adopted by the Berkeley City Council as an amendment to the Berkeley Master Plan. Implementation of the South Berkeley Area Plan will result in a moderate level of development in South Berkeley, producing approximately 56,000 square feet of office development, 80,300 square feet of retail development, and 100 housing units.

The South Berkeley Area Plan Environmental Impact Report (EIR), certified by the Berkeley City Council on February 20, 1990, identifies significant project impacts and mitigation measures in the areas of: land use, visual quality, cultural resources, socioeconomic, public utilities and services, traffic and parking, air quality, noise, hazardous materials, and cumulative development.

B. Mitigation Monitoring and Reporting Program

1. Responsibility for the Mitigation Monitoring Program

The City Manager will be ultimately responsible for the enforcement of all adopted mitigation measures. The Planning Director will have overall responsibility for implementing the monitoring program and will report directly to the City Manager regarding the status of their implementation. Under the present organization, the Assistant City Manager for Health and Human Services, the Assistant City Manager for Planning and Community Development, the Assistant City Manager for Economic Development, the Assistant City Manager for Public Works, the Fire Chief, and the Police Chief will play critical roles in implementing the mitigation monitoring program by assigning responsibility for monitoring and reporting measures to appropriate divisions and staff.

City departments that will participate in the monitoring and reporting program include the Health and Human Services Department, the Planning and Community Development Department, the Office of Economic Development, the Public Works Department, the Fire Department, and the Police Department.

Under the present organization, the Advanced Planning Division (APD) of the Planning and Community Development Department will serve as a clearinghouse for the mitigation monitoring program. ADP will receive reports from other City departments and divisions responsible for mitigation measure implementation. The South Berkeley Area Plan Implementation Coordinator will maintain a master file that will contain all environmental data, statistics, reports, and drawings pertaining to the South Berkeley Area Plan. Copies of all reports, checklists, and verification forms related to the implementation of Plan mitigation measures will be kept in a central file that will be updated on a regular basis as required by the monitoring and reporting program.

2. Mitigation Monitoring and Reporting Procedures

A matrix has been prepared detailing the proposed monitoring and reporting program (Table D). The mitigation monitoring and reporting matrix presents Plan impacts and related mitigation measures, cross references to Plan elements and goals, the actual process through which the mitigation measures will be implemented, responsible City departments, the timing of mitigation measure implementation, and funding sources.

The intent of the matrix is to delineate the specific tasks required to ensure that mitigation measures are implemented and to specify the staff members who will be required to report on the successful implementation of the measures. A mitigation measure might require the completion of two or more tasks and require a combination of one time and annual reporting.

Once the Plan has been adopted by the Berkeley City Council, the Plan Implementation Coordinator will meet with every staff person assigned to monitor and report on Plan implementation measures to explain the process and to develop a reporting form that is tailored to the specific tasks to be accomplished for a particular mitigation measure.

The Planning Director will prepare progress reports about the implementation status of all assigned mitigation measures. The progress reports will evaluate progress towards implementing all required mitigation measures and the ability of City departments to complete mitigation measures according to schedule and to provide required reports. The progress reports will also specify corrective actions as necessary.

All progress reports, reporting forms, summaries, data sheets, and correction instructions related to the Plan mitigation monitoring and reporting program will be available for public review upon request at the Planning and Community Development Department.

Changes to the Plan mitigation monitoring program that are determined to result in the same general effect as that initially described for the South Berkeley Area Plan will be permitted after review and approval by the Planning Director.